

Prison Progress in 1916

SEVENTY-SECOND ANNUAL REPORT

OF THE

Prison Association of New York

135 EAST 15TH STREET, NEW YORK

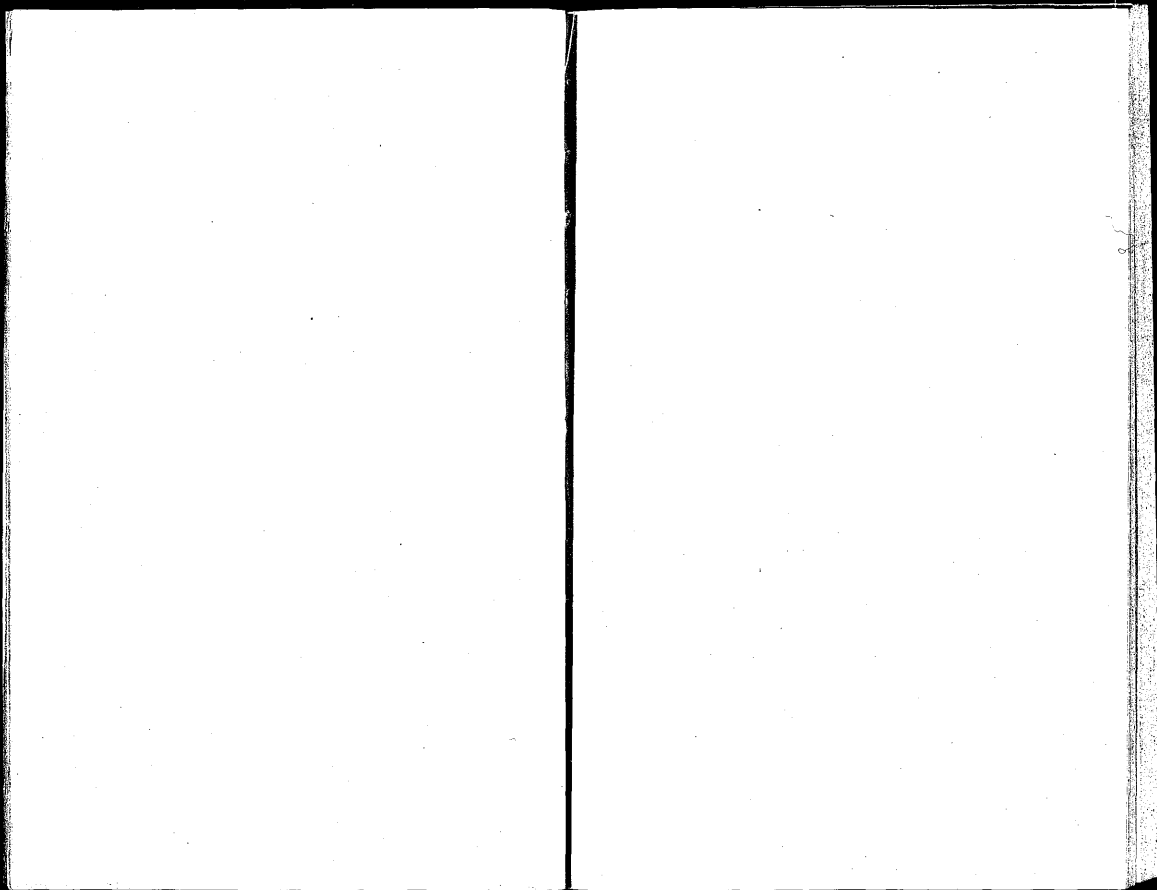
PART ONE

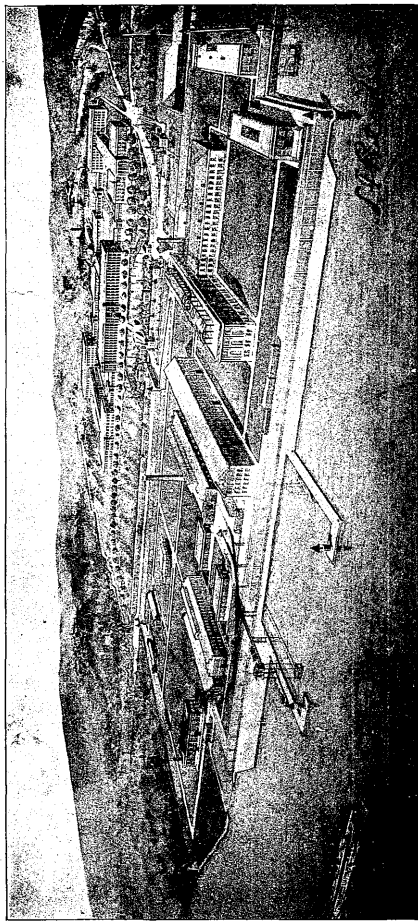
THE PRISON ASSOCIATION AND PRISON REFORM
IN 1916

PART TWO

INSPECTIONS OF CORRECTIONAL INSTITUTIONS

ALBANY
J. B. LYON COMPANY, PRINTERS
1917





Proposed Receiving Station and Clearing House. (To be Built on Site of Sing Sing Prison.)

When the released prisoner
returns shall he meet

THIS



OR

THIS



?

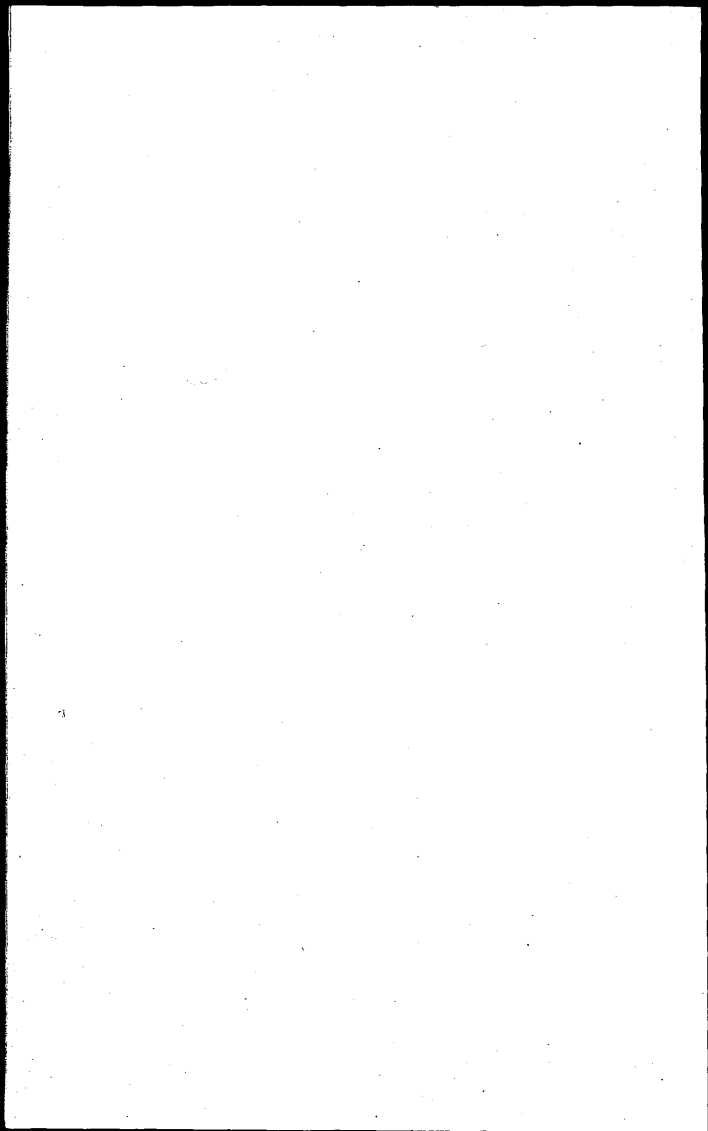
PREFACE.

THIS publication of the Prison Association of New York is an official report to the Legislature of the State of New York, the seventy-second of the series of annual reports begun in 1845.

Paragraph Six of Article Eleven of the Act incorporating the Prison Association of New York provides that "the said executive committee (of the Prison Association), 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 of 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."

The same paragraph furthermore gives to the Prison Association of New York adequate power to make such inspections, and the State of New York provides for the printing of five hundred copies of the annual report of the Prison Association. Additional copies are purchased by the Prison Association for distribution to its contributors and many others, not only in New York State but elsewhere.

The principal activities of the Prison Association are outlined on pages 166-204 of this Report, and a detailed statement of the many departments of the Association can be found on pages 19-69 of the Annual Report of the Association for 1914. The Bureaus of the Society are the following: Administrative, Inspection and Research, Parole, Probation, Relief, Employment, Financial.





A MEDIEVAL SURVIVAL

In February, 1916, the inspector of the Prison Association of New York took the above photograph of the survival of a medieval method of punishment at the Onondaga County Penitentiary. The Prison Association entered a formal protest with the State Commission of Prisons against such treatment. An investigation was held. *To-day the chains are abolished*, and a new administration has been appointed by the Board of Supervisors of Onondaga County. (See pages 159-160 of this Annual Report.)

TO THE CONTRIBUTORS AND OTHER FRIENDS OF
THE PRISON ASSOCIATION.

THIS volume, the Annual Report for 1916, comes to you from the Executive Committee of the Prison Association in very warm-hearted and sincere appreciation of the help you are giving to prison reform through this Society as an agency.

We know that any organized charitable effort must become materially dependent upon its machinery and its system for results, and we know, too, that when such a Society as ours comes to have several thousand contributors and a fairly large staff of workers, there cannot be the constant in-touchness between the supporters of the work and the daily workers that is possible when only a few are cooperating.

But we want you, every one, to know that this Association is what its name means, a gathering together of friends of a good cause. Our workers are filled with sympathy and zeal. Our machinery serves only to make our work prompt and useful. And we who are near the center of the "work" are convinced that out among our supporting friends there are many hundred large-hearted and zealous associates in this work — which is in a mighty field, and one needing all our energy and patience. So we send to you this word of appreciation and thankfulness for your cooperation.

THE EXECUTIVE COMMITTEE

THE PURPOSES
OF
THE PRISON ASSOCIATION OF NEW YORK

1. The protection of society against crime.
2. The reformation of the criminal.
3. Protection for those unjustly accused.
4. Probation, when suitable.
5. Improvement in prisons and prison discipline.
6. Employment, and when necessary, food, tools, shelter and other assistance for released or discharged prisoners.
7. Necessary aid for prisoners' families.
8. Supervision for those on probation and parole.
9. Needed legislation.
10. Publicity in prison reform.
11. Research and advice.

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THE PRISON ASSOCIATION OF NEW YORK.

OFFICERS.

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GENERAL SECRETARY.
O. F. LEWIS

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EUGENE A. PHILBIN, JACOB H. SCHIFF,
THOMAS M. OSBORNE, GEORGE W. KIRCHWEY.

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ALEXANDER M. HADDEN,	RICHARD M. HURD,
DEAN SAGE,	JOHN W. HUTCHINSON,
GINO C. SPERANZA,	FRANK D. PAVEY,
MORNAY WILLIAMS.	EVERT J. WENDELL.
CLASS OF 1919	CLASS OF 1920
WILLIAM H. GRATWICK,	IRA BARROWS,
HENRY G. GRAY,	W. W. BATTERSHALL,
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GEORGE G. SHELTON,	JOHN SEELY WARD.
JAMES WOOD.	

STANDING COMMITTEES FOR 1917.

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(PAROLE AND PROBATION).

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LAW COMMITTEE No. 2.
(NEW LEGISLATION).

Messrs. SAGE, KIRCHWEY, GRAY AND PAVEY.

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Messrs. KIRCHWEY, HURD, SAWYER AND CHISOLM.

COMMITTEE ON DISCHARGED CONVICTS.

Messrs. HADDEN, HALL, HOLTER AND HUTCHINSON.

COMMITTEE ON DETENTIONS.

Messrs. CHISOLM, SHELTON, BARROWS AND WENDELL.

COMMITTEE ON FINANCES.

Messrs. AUCHINCLOSS, SAGE, HALL, HURD AND HADDEN.

HOUSE COMMITTEE.

Messrs. SAWYER AND AUCHINCLOSS.

LIBRARY COMMITTEE.

Messrs. GREGORY AND WILLIAMS.

THE PRISON ASSOCIATION'S STAFF
1917

ADMINISTRATION.

O. F. LEWIS, General Secretary.
Miss F. S. AUCHAMPAUGH, Private Secretary.
R. S. MORISON, Cashier.
Miss BEATRICE STECKER, Clerk.
Miss BESSIE RATNER, Clerk.
Mrs. H. B. LEAGUE, Telephone Operator.
Miss SOPHIE CARLSON, Clerk.
Mrs. JAMES COOK, Clerk.
Miss VIOLA ROTZLER, Clerk.

INSPECTION AND RESEARCH.

EDWARD R. CASS, Assistant Secretary.
PHILIP KLEIN, Assistant Secretary.
Mrs. M. WOOLFALL, Stenographer.

PAROLE BUREAU.

AUGUST L. BOHN, Parole Agent.
PAUL C. GEORGES, Assistant.

RELIEF BUREAU

Mrs. H. B. RODGERS, Relief Agent.
Mrs. W. H. BROWN, Stenographer.

PROBATION BUREAU.

D. E. KIMBALL, General Agent and Probation Officer.
Miss MINERVA ROSENTHAL, Stenographer.

EMPLOYMENT BUREAU.

CHARLES K. BLATCHLY, Secretary.
Miss MARY GIBBONS, Stenographer.

STATE OF NEW YORK

No. 69

IN SENATE

APRIL 11, 1917.

SEVENTY-SECOND ANNUAL REPORT OF THE
PRISON ASSOCIATION OF NEW YORK

HON. EDWARD SCHOENECK,
Lieutenant-Governor of New York:

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

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK,

by EUGENE SMITH, *President.*

O. F. LEWIS, *General Secretary.*

THE NEW STATE PRISONS.

THE year 1916 in this State was marked by the passage of two highly important bills relating to the State prisons. The first bill, known as the Sage bill, provided for the establishment of a farm industrial prison on wide acreage at either Wingdale or Beekman, and for the establishment of a receiving and distributing prison at Sing Sing. The second bill, known as the Compensation and Commutation bill, was also introduced and championed by Senator Sage, and provided for a complicated but equitable system for the compensation and commutation of State prisoners.

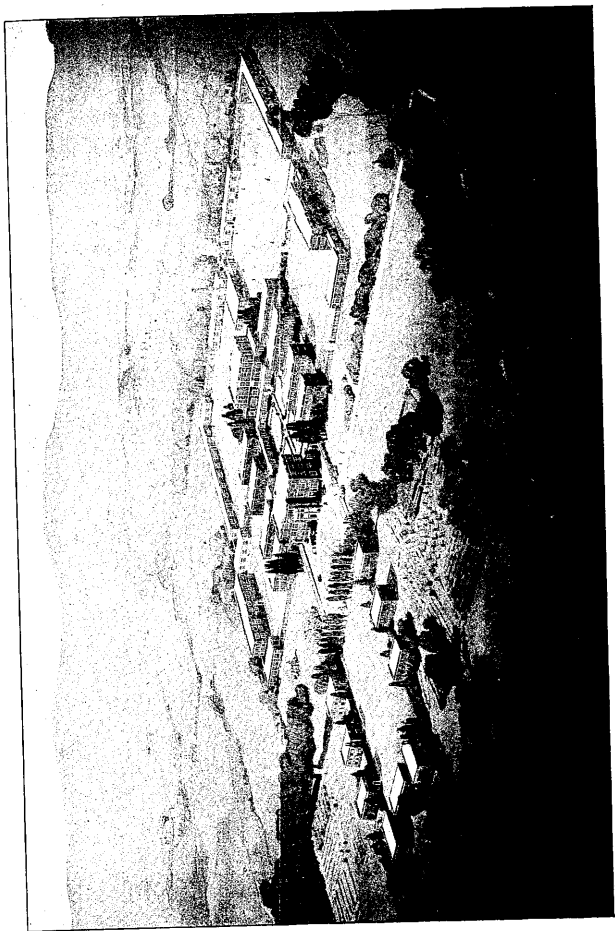
Around the first bill was waged a particularly vigorous and ultimately bitter fight. Since 1906, the State has been committed to the abolition of Sing Sing prison. Its thoroughly inadequate cellblock and its unsanitary location have been powerful arguments for its abandonment. A Commission on New Prisons was established in 1906, with the duty of securing a new site and building a new prison thereon. A site at Bear Mountain, on the west bank of the Hudson, not far from West Point, was chosen, but this site was abandoned in 1910 in order that the territory might be embraced in the great Harriman Park. A new site was chosen by the Commission on New Prisons at Wingdale, near Pawling, on the Harlem Division of the New York Central Railroad, and construction was begun. In 1912, work on this construction ceased as a result of the action of Governor Dix, following a report by a special committee appointed by him, that the site chosen for the prison was low and swampy.

The State, discouraged by the several efforts to establish a new prison, was disinclined to proceed further, until in 1916 the combined efforts of many organizations and individuals led by the Prison Association, and the increasing and practical interest of Governor Whitman and Senator Sage, led to the passage of the so-called Sage bill, providing for a farm industrial prison at either Wingdale or at Beekman.

The site at Beekman embraces 821 acres, largely of arable and fertile land, chosen in 1912 as the site for the proposed State

Industrial Farm Colony for Tramps and Vagrants. The town of Beekman lies in the Fishkill Valley, a remote and especially fertile region in Dutchess County, and beyond the New York City watershed. The efforts to establish a farm colony for tramps and vagrants had succeeded by 1912, and a very suitable site for that purpose was purchased. In 1913 both Governor Sulzer and the State Legislature were wholly antagonistic to the further development of the colony, and appropriations for maintenance, salaries and construction were refused. Indeed, in 1913 *only strong efforts succeeded in persuading the Legislature to forego its inclination to abandon entirely the movement to continue such a colony.* No appropriations could be secured during the Legislative sessions of 1914 and 1915, and at the beginning of 1916 the site at Beekman lay idle, except for the temporary occupancy of the site by a colony of inmates from the State Hospital for the Insane at Poughkeepsie.

Strong opposition to the erection of a prison on the Wingdale site was manifest. A part of the Wingdale site, embracing some 300 acres, is very fertile, but included in the site are also some 300 acres of hilly and relatively rough land, which would require much working in order to bring it to anything like a fair state of fertility. It was felt by those favoring the Beekman site that the high percentage of arable and relatively level land was preferable. On the other hand it was recognized that the transportation facilities at Beekman were inferior to those at Wingdale. The site, originally purchased for a colony for tramps, was remote and off the beaten line of travel. There developed, in addition, between 1913 and 1916 a greatly increased distrust by citizens of New York City of the efficiency of sewage disposal systems, which distrust became conspicuous in the case of the sites at Mohansic and at Yorktown Heights on the New York City watershed, where two State institutions were in process of construction. New York City succeeded in 1915 in blocking further construction at Mohansic and at Yorktown Heights. A similar protest against the use of the Beekman site for a State institution containing a large population, was raised by those who foresaw a possible pollution of the auxiliary water supply of the town of Fishkill, situated some ten to twelve miles below the Beekman site. Fishkill creek passes directly through the Beekman site and would be the logical outlet for the sewage disposal system.



State Industrial Farm Prison, Proposed by Prison Association.

In view of the undetermined question as to the better site for a new State prison, the bill drafted by Senator Sage was passed, empowering the Commission on New Prisons to choose one of the sites. An opposition bill, introduced by Senator Townner, representing Dutchess and Putnam counties, provided for the mandatory use of Wingdale and for the mandatory utilization of plans originally accepted by the State. These plans included a gigantic cellblock, to which specialists in modern prison architecture and prison reform took violent exception. After a protracted Legislative campaign, unequalled in intensity perhaps in the history of prison reform in this State, both the Sage Bill and the Townner Bill passed the Legislature, thereby putting upon Governor Whitman the burden of deciding the controversy. The Governor made an enlightened choice and signed the Sage bill.

This bill established a Commission on New Prisons, consisting of five members, three of whom should be the State Architect, the State Superintendent of Public Works and the State Superintendent of Prisons. Governor Whitman appointed as the two additional members Mr. Charles Bulkley Hubbell, a lawyer of New York City, and Mr. Elbert H. Gary, President of the United States Steel Corporation. The Commission was regarded as not only competent, but of a calibre which would insure a careful and honest consideration of all elements entering into the choice of site and of types of buildings.

Late in the fall of 1916 the Commission held several public hearings, at which chief emphasis was laid by the Prison Association and other organizations and individuals upon the necessity of building a thoroughly modern farm industrial prison. The Commission was also directed by the provisions of the Sage bill to cause at Sing Sing the demolition of the cellblock and the erection at Sing Sing of buildings suitable for a receiving and distributing prison. This provision of the Sage bill had been finally accepted by the Prison Association as necessary, although our campaign had for years focussed about the abolition of Sing Sing prison. New elements had, however, come into the problem. It was found that the high land east of the New York Central tracks at Ossining, and owned by the State, could with considerable grading be made available for prison buildings. It became further clear that the chief objections to the Sing Sing site were two, the first objection being that the location of the cellblock,

SEE CHAPT. 594 - LAWS OF 1916

only a few feet above tide water, was unhealthy, while the second objection was that a large prison was impractical both as to construction and as to administration in so seriously congested an area as Sing Sing represented.

The Sage bill contained provisions which in large measure obviated the objections tenable until the introduction of the bill. In the first place, the Sage bill provided for a new and thoroughly modern State prison, on wide acreage, in the country. Secondly, the Sage bill provided for the complete demolition of the cellblock. In the third place, Sing Sing was to become, under the Sage bill, no longer a permanent prison, but a receiving and distributing prison at which inmates would undoubtedly remain but a few months at the most, and then be transferred to other State prisons. It was further indicated that undoubtedly the housing of the inmates in the proposed receiving and distributing prison would be on the high plateau, in modern buildings. To these factors in favor of the Sage bill was added the very strong opposition on the part of the Legislature and Governor to the total abandonment of the Sing Sing site and buildings, which were regarded as an investment by the State of over \$1,000,000.

Subsequent developments have shown the wisdom of accepting the Sage bill and campaigning for its passage. The hearings before the Commission occurred in the early winter of 1916, just at the time when Mr. Lewis F. Pilcher, State Architect, presented to the Commission and to the public the plans proposed for a receiving and distributing prison at Sing Sing. These plans, in their general scope, represent unquestionably the greatest advance yet made in any prison of this country and possibly of the world in the development of clinical and social study of prison inmates. The fear of the Prison Association was shown to be unfounded that the new prison at Sing Sing would include the conventional cellblock of bastille proportions and with interior cells. With a keen appreciation of the theories of modern prison construction and of the needs of a clinical institution, the State Architect prepared plans providing for the erection on the high plateau east of the railroad tracks of a receiving and distributing prison with a capacity for 1,000 inmates.

It would be hard to overestimate the significance of this radical departure from traditional prison construction and this innovation in the prison system of New York State. The Prison Association for many years has urged the abandonment of the bastille

type of cellblock construction. In our report for 1915, we submitted a tentative plan for a farm industrial prison. The basis of this plan was the abandonment of the traditional gigantic cellblock and the substitution therefore of a number of smaller buildings for housing inmates. These buildings should contain separate rooms, each with its own window opening to the outer air, in contrast to the typical "inside cage" of the traditional cellblock. Our contention has been that such buildings, with a housing capacity of perhaps 150 to 200 inmates, would give adequate opportunities for classification, for privacy and for a relatively normal form of daily life. None of these factors is afforded by the huge cellblock.

In our prison plans of 1915 we also urged the distribution of such buildings on fairly wide acreage, and embodied in the plans also a group of so-called honor buildings entirely outside the walls of the prison, these buildings each to house approximately 50 inmates and to be the goal of the inmates through promotion.

The intense gratification of the Prison Association therefore is clear when the plans of the State Architect are examined. Not only is the proposed receiving and distributing prison at Sing Sing to be composed of a considerable number of moderate sized buildings, affording the facilities for necessary classification, but the plans for the new farm industrial prison at Wingdale embody also the main features urged by the Prison Association. The State Architect submitted four alternative lay-outs for discussion by the Commission and by the public. Each of the four lay-outs embraces a group of buildings similar in purpose to the honor group urged last year by the Prison Association. One of the lay-outs embraces an "inside cellblock" structure for the housing of inmates. The second lay-out embraces a cellblock with outside cells for the housing of inmates. A third lay-out embraces, not a large cellblock with either inside or outside cells, but a group of smaller detached buildings with a combination of outside cells and dormitories.

In the discussion of these plans, vigorous support was given by the Prison Association to the plan for detached or semi-detached smaller buildings, and the Commission has adopted this general plan.

Of the four alternative plans presented by the State Architect, the Prison Association is unqualifiedly in favor of the adoption of a plan for *groups of small buildings* for the following reasons:

1. The fundamental principle in the treatment of prisoners should be proper classification. Such classification is impossible in a huge cellblock. Relatively small buildings, containing not over several hundred prisoners in each building, adapt themselves far better to such treatment.

2. Individual treatment of the prisoner within the group is essential. The smaller unit in housing prisoners lends itself to such treatment far better than does a great cellblock.

3. Privileges in the matter of promotion from one grade to another are highly advisable disciplinary and educational inducements. Such opportunities are presented by the "group plan" for housing prisoners, but not by the huge cellblock.

4. The principles of the honor system and of the self-government system can be much better worked out with small groups than with a single group, or even with several huge groups of prisoners, which would be the inevitable result of the cellblock construction.

5. The testimony of many of the leading and most reliable penologists of the United States is opposed to the huge cellblock type of construction. Among such opponents have been in recent years:

Dr. Charles R. Henderson (deceased), Representative of International Prison Commission in the United States.

J. T. Gilmour, ex-Warden, Central Prison, Toronto, and of Ontario Industrial Reformatory. Ex-President of the American Prison Association.

Joseph P. Byers, Secretary of the American Prison Association, ex-President of the American Prison Association, ex-prison warden, and ex-reformatory superintendent.

W. H. Whittaker, Superintendent, Occoquan Workhouse (District of Columbia), ex-reformatory superintendent.

John Joy Edson, Commissioner, District of Columbia, chairman in charge of building of new reformatory for the District.

Frank Moore, Superintendent New Jersey State Reformatory.

Thomas J. Tynan, Warden, Colorado State Penitentiary.

Frank L. Randall, ex-Commissioner in charge of Massachusetts Prisons. Formerly Superintendent Minnesota State Reformatory.

Hastings H. Hart, of the Russell Sage Foundation. Formerly Secretary of the Minnesota State Board of Charities.

What Shall Be Done?
And When?

SING SING MUST GO!

BULLETIN NUMBER ONE
PRISON ASSOCIATION OF NEW YORK, 135 E. 15th STREET, NEW YORK

WHAT NEW YORK CITY NEWSPAPERS HAVE SAID

In the winter of 1913-1914 a campaign for the abolition of Sing Sing, and the establishment of a farm industrial prison on large acreage in the country was carried on by the Prison Association of New York. The following are representative quotations from the newspapers of New York City.

Conditions in the 1913 are unimproved.

is that the cell block and amplified, of country, it will be a

Stay to

of your duties having (on.)

MUST GO!

forty or more acres not the prison buildings. advantageous one the standpoint operation, it state own- all the arc

PRISON ASSOCIATION OF NEW YORK
135 EAST 15th ST
NEW YORK

WHY Sing Sing Must Go!
WHY Huge Cellblocks are Unmodern and Wrong!
WHY The Farm Industrial Prison is Indispensable!

WHY MUST GO!

STATE-WIDE CAMPAIGN

Release

"ABOLISH

State-Wide Campaign
National Experts Condemn Farm Industrial Prison
Tramp Colony also Adversely Affects

THIS Pamphlet contains a remarkable Collection of Letters from Twenty-nine of the Leading Prison Authorities in this Country, with Many Years of Experience in the Administration, Supervision or Study of Prisons.

¶ These Letters are Typical of Scores of others that might be readily collected.

¶ Portions of these letters might have been printed in italics. But—there are no parts of the letters that are not emphatic. They warrant and demand the most serious attention of citizens of the State of New York.

WHY MUST GO!

NUMBER TWO

PRISON ASSOCIATION OF NEW YORK
135 EAST 15th STREET
NEW YORK

PRISON ASSOCIATION OF NEW YORK
135 EAST 15th STREET
NEW YORK
1915

ARTIN H. GLYNN
DECEMBER 1, 1913

From the Prison Association's Press Bureau.

Katharine B. Davis, Parole Commissioner. Formerly Commissioner of Correction, New York City. Ex-Superintendent of New York State Reformatory for Women.

Burdette G. Lewis, Commissioner of Correction, New York City.
Louis E. Lawes, Superintendent, New Hampton Farms (Reformatory), New York City Department of Correction.

John Koren, International Prison Commissioner for the United States.

Dr. William Healy, Director Juvenile Psychopathic Institute, Chicago, Ill.

Mrs. Jessie D. Hodder, Superintendent, State Reformatory for Women, South Framingham, Mass.

Many other names might be cited. The fact that among the present administrators and executives of prisons there are still those who favor the bastille-type of cellblock is simply evidence of the fact that a relatively new movement in prison architecture has already made remarkable conquests within the group, not that those with the reactionary attitude represent the leaders of modern thought in prison architecture.

6. The "group plan," as advocated already in 1915 by the Prison Association, admits of practically indefinite extension. The units in such a plan are readily reproduced. A central cellblock cannot be readily added to. Furthermore, an addition to a great cellblock must preferably be made to the original block. But modern prison construction tends increasingly to locate its buildings on many parts of the acreage of the site. Honor groups of buildings, and those devoted to special housing purposes (venereal, tuberculosis, feebleminded, disciplinary, etc.), tend to be scattered. It is essential that the units be small.

7. It is no less essential that to the maximum extent practicable, buildings be constructed by prison labor. The gigantic cellblock cannot readily be built by inmate labor. Much of the material and construction work must be limited to skilled workers. On the other hand, as the State Architect has maintained, the great bulk of the preparation of material, and of the actual construction work, can be done in the "group plan" by inmate labor. This effects not only a considerable saving, but is of high educational and reformatory value to the inmates. Nothing better can be found in the way of a training than actual employment of inmates on labor that is productive, that trains for

similar work on the outside, and that must be measured by its actual worth as a finished product.

8. The cost of the group plan should be no greater than that of the bastille plan, and very probably would be less per capita. Estimates made by the Prison Association during 1916 as to the relative cost of the "group plan" prison, as proposed by the Prison Association, and of a "cellblock prison" as now existing at Great Meadow, showed the "group plan" (embracing housing facilities for the same number of inmates, and also all the other buildings necessary to a prison plant) to be materially less expensive than the "cellblock plan."

9. Prisons, constructed now, are being built even more for the future than for the present. The proposed buildings at Wingdale will be in service for probably fifty years. The probable trend of prison construction and of prison administration should be carefully determined. It is clear that increased classification of prisoners will be developed; that the indeterminate sentence will be extended, and that individual treatment of prisoners will be the rule. The bastille type of cellblock does not lend itself to such developments.

10. The State of New York has the natural desire to lead the entire world in modern construction and administration of prisons. To build a huge cellblock would be regarded each year increasingly as a fearful blunder. It is a natural hope, therefore, that the two prisons to be constructed by the Commission on New Prisons will bring visitors from all over the world to this State to study and learn the very best that can be done anywhere. New York has never, since the earliest days of prison reform, had a greater opportunity.

The Commission on New Prisons has chosen Wingdale as the site for the new farm industrial prison, basing its decision on the better sewage facilities, the adequacy of the water supply and the opportunities for securing certain materials for the construction of the buildings, like sand, gravel, etc., from the site itself. The Prison Association recognizes the cogency of the argument regarding sewage. The Association does not regard the water supply as any less available, however, at Beekman, and the Association does believe that Beekman furnishes better agricultural facilities and in general a better site for the construction of build-

SING SING MUST GO

PRISONERS' DIET

Fresh Vegetables are needed to maintain health of prisoners

The whole allowance of green vegetables to each Sing Sing prisoner during 1914-15

3 FRESH TOMATOES  1 1/2 EARS OF CORN 

THE SUBSTITUTE WAS PILLS

COMPARE THESE MENUS

Three typical days Sept. 13-15-17

SING SING
DINNER

Monday
Curry of beef, rice,
bread, coffee

Wednesday
Beef stew, bread,
coffee

Friday
Salmon, potatoes,
bread and coffee

GREAT MEADOW (a Farm Prison)
DINNER

Monday
Roast beef and gravy, boiled potatoes,
bean soup, ~~fresh tomatoes~~, coffee, bread

Wednesday
Fork chops, fried, mashed potatoes, and
gravy, ~~fresh tomatoes~~, coffee, bread

Friday
Fish cakes, green corn, ~~fresh tomatoes~~,
coffee, bread

Prison Farm inmates can raise plenty of vegetables

SING SING $\left\{ \begin{array}{l} \text{can't raise} \\ \text{and} \\ \text{can't afford} \end{array} \right\}$ them

A Panel from the Prison Exhibit

ings. Nevertheless the Association believes that there can be erected a thoroughly modern prison upon the Wingdale property on higher land than was originally chosen for the prison.

The Commission plans early in 1917 to ask for increased appropriations for the construction of the two new prisons. The Sage bill provided \$750,000 for the renovation of the present site at Sing Sing and \$1,250,000 for the construction of a farm industrial prison at Wingdale or Beekman. The two prisons should be constructed with the utmost economy compatible with the elements of decent housing and of safety.

THE LAST TWO YEARS AT SING SING.

THE recent movement in prison reform in the State of New York, which has attracted such wide attention, had its inception in the vote of the Executive Committee of the Prison Association, on May 16, 1913, creating a committee of the Association to consider the question of a thorough-going reform of prison conditions in the State. Under the inspiration of this action, Dr. George W. Kirchwey, then a member of the Executive Committee, and Mr. Thomas Mott Osborne, one of our Vice-Presidents, secured from the Governor, William Sulzer, the appointment of a "Commission on Prison Reform," authorized to investigate prison conditions and to recommend needed reforms. In these efforts the representatives of the Association had the cooperation of the then Superintendent of Prisons, John B. Riley, who became a member of the Commission. A year after its appointment the Commission made a report, which should be consulted as indicating the wide scope of the reforms which the Commission deemed necessary, as well as to note the forecast of the reforms subsequently effected under its inspiration. The following statement of the movement has been furnished by Dr. Kirchwey.

The Auburn-Sing Sing experiment in prison reform may be said to date from the admission of Thomas Mott Osborne as a voluntary inmate of Auburn prison for a week, September 29th-October 5, 1915, followed a month later by the voluntary incarceration of Miss Madeleine Z. Doty and Miss Elizabeth Watson in the State Prison for Women, for four days. As a result of these experiences the New York Commission on Prison Reform, of which both Mr. Osborne and Miss Doty were members, made numerous suggestions for the correction of abuses, many of which were promptly carried into effect by the Prison Department. The most important of these were the abolition of the "cooler," or dark cells, in all the State prisons, and the serving of a Sunday dinner and a daily supper to the inmates.

A more significant result of these investigations was the institution in both the men's prison at Auburn by Mr. Osborne, and in

the women's prison by Miss Doty, under the authority of the Warden, Charles F. Rattigan, and with the consent of the Superintendent of Prisons, of a considerable measure of self-government. This was in both instances effected through an organization of the inmates into a "Mutual Welfare League."

The story of the inception and development of this interesting experiment in prison administration has been vividly told by Mr. Osborne in his two books, "Within Prison Walls" (D. Appleton & Co., 1914) and "Society and Prisons" (Yale University Press, 1916), and by Miss Doty in "Society's Misfits" (The Century Company, 1916), and need not be here repeated. Miss Doty's narrative discloses a failure as well as a success, a failure due to the autocratic temper and lack of understanding of the authorities of the women's prison. What stands out clearly in both accounts (and there is no lack of corroboration from independent sources) is that the "new system," as the inmates call it, came into being and was carried forward in a tidal wave of exalted feeling in which the finest qualities of self-sacrifice and devotion to the common good were freely displayed. Mr. Osborne's enthusiasm and personality had been the inspiration of this movement and with his departure from Auburn in the fall of 1914, and under the influence of a less sympathetic administration, it lost much of its early ardor, and the Mutual Welfare League, though still active and efficient as an organ of the prison administration, failed to attain the success of the later experiment at Sing Sing.

When Mr. Osborne became Warden of Sing Sing Prison, it was with the understanding that he would be given the opportunity to try out more completely the plan of self-government which he had so brilliantly inaugurated at Auburn. When he took office on December 1, 1914, he found in operation a loose system of privilege and freedom which had been instituted a few months before under the name of the "Golden Rule Brotherhood," by his predecessor, Warden McCormick. This had obviously been inspired by the success of the Mutual Welfare League at Auburn, from which it had borrowed most of the privileges such as outdoor recreation, the abolition of the "rule of silence" and relaxation of the severities of official discipline — which had been instituted at Auburn, but without the safeguards of organization and personal responsibility by which those privileges had there been safeguarded. The result was that there was a considerable degree of demoralization among the inmates of Sing Sing, a gen-

eral relaxation of discipline and a disposition to regard the privileges that had been granted as rights to be enjoyed without responsibility.

This condition of affairs made Mr. Osborne's task a more difficult one than it had been at Auburn. To Sing Sing he came not as a savior but as a reformer — a reformer of the Golden Rule Brotherhood as well as of the official administration. Furthermore, he could not count on the semi-religious enthusiasm which had carried the "new system" so triumphantly at Auburn. What he had before him was a long and painful work of reconstruction, of combining responsibility with privilege, and self-respect with respect for authority. He proceeded cautiously but energetically in this undertaking, and scored as large a measure of success as the short period of his service and the official and other interferences with his plans rendered possible. He served for thirteen months, when he was relieved to await the judicial determination of the indictments for perjury and misconduct in office which had been found against him by the grand jury of Westchester County. After six and a half months (December 31, 1915—July 15, 1916, during which period Dr. George W. Kirchwey filled the office of Warden) Mr. Osborne was reinstated, but after three months more of service, he resigned (October, 1915) under the conviction that the Governor and Superintendent of Prisons were seeking to embarrass his work and destroy his influence.

Mr. Osborne's work at Sing Sing may be considered in two distinct aspects:

First. The assumption of a general attitude of humane and friendly consideration toward all the inmates, involving particularly (a) the removal of all unnecessary restrictions causing friction, resentment and loss of self-respect, and (b) the mitigation of punishments for breaches of discipline.

Second. The institution of a system of self-government, having in view better discipline and the development in the inmates of self-respect, initiative and a sense of personal and social responsibility.

No one who has not looked closely into the matter can realize how many of the restrictions imposed on a convict population are wholly arbitrary and without rational justification. While such regulations as the inhuman "rule of silence" may owe their origin to fear of the consequences of freedom of speech in a prison, it is hard to find in other restrictions—such as that on correspondence with family and friends — any motive but that of adding



Swearing-in Mutual Welfare League Delegates, Auburn Prison.

gratuitously to the misery of prison life. Toward all these restrictions of whatever class, Mr. Osborne maintained the consistent attitude that the burden of proof rested upon those who would justify them. The inmate was to have all the liberty consistent with good order and decent living within the prison walls, and was so far as possible put on his honor not to abuse the privileges so granted. Conversation and correspondence were practically unrestricted (though the latter continued to be censored) and visits from family and friends were permitted at frequent intervals. Owing to the menace of the cells to health and decency, inmates were encouraged to spend the afternoon after working hours in the prison yard and the evening in the chapel, where musical and other entertainments were provided.

The abolition of dark cells by the Superintendent of Prisons has been referred to. Other prisons found satisfactory substitutes under the description of "punishment cells," but in Sing Sing it was a sufficient punishment to "chalk in" an offender—*i. e.* in his own cell—and then only in case his offence was a grave violation of the peace of the commonwealth "up the river."

The beneficial effects of this policy were at once apparent. The behavior of the general body of inmates was greatly improved. Serious violations of discipline, such as had been of almost daily occurrence, became rare and were committed only by men of diseased or defective minds. The sense that they were getting a "square deal" changed the old resentfulness of the inmates against their former oppressors, the keepers, or "screws," into an attitude of friendliness or, at the worst, of good-natured tolerance. The guards, finding no further use for their "guns" and "sticks," either for purposes of offence or of defence, were glad to lay them aside. The cowed, hang-dog look of the ordinary prison population disappeared and gave way to an aspect of self-respecting independence and hopefulness.

Thus far described there is nothing unique in Mr. Osborne's work at Sing Sing except in the magnitude and completeness of the demonstration. Sing Sing is not the only prison in which humanity and a liberal spirit have been combined with good sense in administration. The "honor system," honestly administered, must generally produce like fruits of the spirit. What is distinctive in Mr. Osborne's achievement is the Mutual Welfare League.

Viewed from the outside, the League is an ingenious device for utilizing the good will and talent of the inmates in the production

of better discipline, better work and a better disposition in the prison. Viewed from the inside, as Mr. Osborne contemplates it, it is a means and a process of moral regeneration. From the one point of view, the moral benefits are illusory, problematical or merely incidental; from the other, the material advantages of better administration are only the by-products of the moral process. Probably the truth lies in a combination of the two views. For a prison there is no better administrative machinery than a well-organized, cooperating Mutual Welfare League. For the inmates there is no better training in the essential elements of character than to serve whole-heartedly in such a league. It takes a wise heart as well as a wise head to bring and keep such an organization in the service of law and order. It is easier to make it impotent or to degrade it into a tool. It calls for all that, and for something more—for a quality of inspiration in which the wisdom of the heart and head are fused into one—to bring and to keep the inmates in the service of the common good.

As an aid to good administration the Mutual Welfare League at Sing Sing was a pronounced success. The zeal and authority of the sergeant-at-arms and his aids, of the elected delegates representing the several squads or "companies," and particularly of the Judiciary Board, or inmates' court, stiffened the discipline by making good behavior, even in small matters, an obligation due to the entire inmate body. The numerous committees of the League, covering a wide range of administration, from education, sanitation and food-regulation to the decent burial of dead comrades, were active and energetic, and not infrequently capable and efficient. All these activities were supervised by an Executive Board which held daily sessions and which kept in constant touch with the official administration.

It is obvious that by enlisting the hearty cooperation of the body of inmates—not a difficult task, if undertaken in entire good faith and with the tact that goes with understanding—a capable warden cannot only accomplish a greater range and variety of work than would otherwise be possible, but can deal effectively with certain abuses which, because of their secret character, baffle the ordinary official administration. There is no reason to doubt the substantial accuracy of Mr. Osborne's claim that "dope" and drink were practically eliminated from Sing Sing during his first term, and that unnatural vice was hunted down and exposed as never before in the history of the prison.

Still speaking from the point of view of a sound and efficient administration, some defects in the operation of the new system must be noted. Self-government, whether in or out of prison, has its vices as well as its virtues, and the chief of these is the tardiness with which the sense of individual responsibility is born in the average citizen. Along with the new sense of solidarity of interest of the prison population in general, there appeared among the more irresponsible members of the community, many of them of defective mentality, a certain relaxation of discipline in the narrower sense of that term, a kind of slackness, a disposition to let well-enough alone, to do one's bit without taking trouble or getting into trouble. But this attitude, so contrary to the spirit of the League, so common under the old system, was exceptional and detracted more in appearance than in reality from the efficiency of the administration. It should be noted that in the period under review, the life of Sing Sing was open and undisguised. The old system of prison administration, like autocracy everywhere, works in the dark, and has means of concealing abuses which are not possible under a democratic system.

Another condition which invited criticism during this period was the great influx of visitors to the prison. It is of the utmost importance that all penal institutions should be open to the scrutiny and criticism of the public. But the thing can be overdone, and Sing Sing suffered in this respect as the result of the newspaper notoriety that attended the transformation of the prison. During the summer and fall of 1914 the prison became a sort of show-place. Visitors, many of them curiosity-seekers, swarmed all over the institution, in the shops as well as in the cellock and the prison yard, sometimes to the number of several hundred in a single day. While this practice had the undeniable advantage of keeping the inmates in contact with the outside world as well as of stimulating popular interest in the reform, it could not fail to affect unfavorably the interest of the inmates in their work as well as the morale of some of the weaker brethren. When these effects became apparent the practice was restricted by rules which confined visits to certain hours and to persons having a real interest in the prison or its inmates.

Another important effect of the "new system" was a certain weakening of the discipline and efficiency of some of the keepers. They felt themselves less necessary than under the old regime, and in many cases relaxed their vigilance or failed to assert their

authority. Some of them, especially such as had made themselves unpopular through harshness or brutality under previous administrations, stood in awe of the new power, the League, or of influential members of the League, and feared to exercise their legitimate authority. But this was a temporary phase and did not long survive. The tact and firmness of the Warden, and the genuine desire of all parties—keepers and inmates alike—to work the new system to the best advantage soon brought about a genuine cooperation between them.

In saying all this, it must not be forgotten that the time was one of transition from an old to a new order, and that inmates and guards alike needed experience to adjust themselves to the new conditions. The marvel is not that the new system should have developed the defects above referred to, but that the defects were so few and unimportant.

Regarded as a means of grace, as a process for inculcating a sense of social responsibility, for converting the wastage of society into useful citizens, the Mutual Welfare League is harder to appraise. That it did much and can do more to achieve these ends cannot be denied. Probably 80 per cent. of the population of Sing Sing during the Osborne regime acquired a new sense of self-respect and some sense of social obligation as a result of participating in the plan of self-government, and the smaller number, perhaps 20 per cent. of the whole, who acted for longer or shorter periods in positions of responsibility and who found themselves in close and active cooperation with the warden and other officials of the prison, had an invaluable training in initiative and civic responsibility. Many of these men discovered in themselves undreamed of capacities for self-direction, leadership and social service, and many others found in the new system opportunities for useful activity which had previously been denied them.

Of course there is in prison, as well as elsewhere, an element which does not believe in self-government, and another class which will not assume any responsibility for the success or failure of the democratic experiment. This, which may be described as the aristocracy of the prison population, with some honorable exceptions, held itself aloof from the League and its activities. Others there are, a larger number, perhaps 20 per cent. of the whole, who because of serious mental defect, insanity or degeneracy, have no part in any self-government scheme. It is these last named, and not the general prison population, which constituted

the drag on the wheel and which is mainly responsible for the defects in the operation of the machine to which attention was called above. Notwithstanding these drawbacks it is safe to say that the new system gave the great majority of the inmates a new hold on life, a new incentive to lead a better life, and a new resolution to "make good" on their release from prison. How far this was due to the League and how far to Mr. Osborne's powerful personal influence, it would be vain to inquire. Both factors operated in varying degrees on different men, but that the League under any proper inspiration will produce these fruits of the spirit cannot be doubted.

It may properly be said in conclusion that, while the Osborne program of humane and intelligent treatment combined with self-government is not a complete system of prison reform, it may well be regarded as an essential element of any system that has any chance of commanding the future.

In addition to the above analysis by Dr. Kirchwey we print the following outline of the system inaugurated by Mr. Osborne at Sing Sing, taken from the American Year Book for 1915:

- (1) All matters of discipline and internal organization are in the hands of an inmate body composed of some 50 delegates elected by the prisoners on the basis of the shops or work gangs.
- (2) The delegates thus chosen supervise marching over the grounds, the mess hall, athletic activities, recreation in general, moving picture shows, lectures and plays. Committees of the delegates take entire charge of lecture and amusement programmes.
- (3) All disciplinary infractions are dealt with by a board of five judges chosen by the executive committee of the board of delegates. The judges meet daily after work hours. The delegates and sergeants-at-arms are the enforcing officers, each delegate being responsible for the good order of his shop or work gang. Appeals from the decision of the inmate judges may be taken to the warden. Decisions of the judges are carried out by the administration.
- (4) There are no keepers in the shops, only industrial instructors or foremen to conduct the work.
- (5) Prisoners are allowed out-door recreation daily from 4 to 5 p. m. and on Saturday afternoons, Sundays and holidays. To reduce the time spent by inmates in their cells to the minimum, lectures or entertainments are held in the chapel practically every evening.

(6) A commissary is conducted by the convict organization, and prisoners are allowed to purchase a great variety of objects of personal comfort.

(7) Games are played with outside teams on the prison grounds.

(8) An employment bureau conducted by the league has been organized for the purpose of placing prisoners after release.

(9) Token currency has been introduced for the purpose of organizing labor and maintenance on a normal monetary basis.

The following account of Dr. Kirchwey's administration of Sing Sing Prison is taken from an interview with him, printed in the *New York Evening Post*, July 19, 1916:

George W. Kirchwey, Warden of Sing Sing prison from December 31, 1915, to July 15, 1916, told today of conditions at the prison when he took charge six months ago, of his aims and efforts during his stay, and of the future of Sing Sing as he sees it.

Dr. Kirchwey was entirely familiar with Sing Sing before going there; he and his friend, Thomas Mott Osborne, had been in close cooperation to bring about better prison administration for years before Mr. Osborne became Warden, and later he substituted for him on several occasions at Sing Sing.

"Therefore, there were no surprises in store for me when I became Warden," said Dr. Kirchwey. "In Mr. Osborne's work I found little to criticise when I came to Sing Sing, and nothing with which I was not in complete sympathy. His personal influence over the inmates had been of the most inspiring sort and the self-government organization, the Mutual Welfare League, which had been developed under his guidance, had practically solved the problem of discipline in the institution. The League had drawn into the service of the administration a large amount of cooperation on the part of the inmates.

"Regarding discipline in the prison, I have never found the least difficulty in securing from the Executive Board, the Judiciary Board, or the Sergeant-at-Arms of the Mutual Welfare League, the support I needed in the maintenance of good order. The Executive Board has repeatedly recommended to me that I have an offending member examined to determine his mental condition or that I obtain his transfer to another prison on the ground that he had proved himself by his misconduct an undesirable member of our prison community. I should say that the success of a warden in maintaining discipline would depend entirely upon the

extent to which he brought the inmates' organization, the Mutual Welfare League, into cooperation with him. Of course, no warden can divest himself of his responsibility for the maintenance of good order in the prison. He must exercise unceasing vigilance and supervision over matters of that kind.

"If a Warden does exercise this supervision, he can always rely on the inmate organization to back him up in wiping out any abuse that he has discovered. Most of the abuses from which prison administration and prison discipline have suffered in the past, under the old and the new systems alike, have been such as only the inmates when properly inspired could handle. There was never a time under the old system when inmates could not obtain 'dope' or whiskey if they had the will and the money to procure it. There was never a time when unnatural vice did not flourish to some extent. Such abuses are practically beyond the control of the Warden unless he has the good-will and active cooperation of the inmate body in suppressing them. It was through this support that Mr. Osborne succeeded in exposing these evils, and I have in my administration never found it to fail.

"These are the conditions which I found at Sing Sing when I went there as Warden. Obviously, I did not disturb them. On the contrary, I did everything in my power to maintain them and to encourage and develop the Mutual Welfare League which had created those conditions. Of course, there was no occasion for me to do over again what Mr. Osborne had done. My task was to continue his work of improving prison conditions and the administration of the prison. And to do this not according to his genius or in his way, but in my own.

"When I assumed the responsibilities of the office of Warden and began to make a closer study of conditions at Sing Sing, I was struck by the amount of ill-health and the lack of proper medical care of the inmates. The men seemed to be generally anaemic and undernourished. Many of them were afflicted with disease of one kind or another. Many of them were stunted and deformed, and a large number, it seemed to me, were mentally defective or mentally diseased.

"The hospital equipment was defective, and the prison physicians, being underpaid, were compelled to devote most of their time to private practice. Therefore, they could not begin to handle the medical situation at the prison.

"The first thing to which I turned my attention was the problem of supplying an adequate and nourishing diet and of improving the unsanitary and unwholesome conditions under which the food was prepared and served to the inmates generally. In this work I had the services of a committee of inmates and of a food expert, Dr. Emily C. Seaman, of Teachers College, Columbia University. The task was not an easy one, because it called for something like a revolution in the prison dietary without increasing the cost, limited to 15 cents a day per man. As the result of the painstaking work of Dr. Seaman and the food committee, the quality of the diet was so improved that in a short time the attendance in the mess-hall, which is voluntary, increased by 40 per cent.

"They are now serving a diet at Sing Sing which is, upon the whole, satisfactory and comes as near to being a balanced diet as the means at our disposal will permit. What is needed is not so much an increased allowance by the Legislature for the purchase of food, as the addition to the prison of an extensive farm which will furnish eggs, vegetables, milk, pork, and other supplies at reduced cost. Every prison should have such a farm connected with it. The food reform involved the reconstruction of the old, badly ventilated, ill-smelling mess hall and the building of a new kitchen with modern appliances for the preparation of food, as well as the training of the inmate cooks, waiters, etc., for their duties.

"The large force of men — about 125 — employed in the preparation and serving of the food are carefully selected and regularly examined twice a month by the prison physician. The men are required to keep themselves as neat and clean as waiters in a respectable outside restaurant. The kitchen is a model of what an institutional kitchen should be. In the dining hall, the long slate slabs, miscalled tables, at which the men have been required to feed for countless years, are being replaced by attractive tables seating ten each, at which the processes of serving and eating may go on in a civilized fashion.

"The next thing that engaged my attention was the achievement of a first-class medical service which would make possible a thorough examination of every inmate with a view to ascertaining his mental and physical condition and the proper treatment of those who were found to be in need of medical or surgical care. This has proved to be a long task, owing to the inadequacy of the

compensation allowed by the State for medical service at the prison. However, some important steps in that direction have already been taken and the whole service which has been planned will soon be put into effect.

"This plan contemplates a medical director who shall be a sanitarian as well as a pathologist and who shall devote all his time to the prison; a prison physician, and an assistant prison physician who also shall devote all their time to the work, one of them to reside in the prison hospital; and a staff of visiting physicians drawn from the hospitals and medical schools of New York city. For this medical staff we already have obtained the services of Dr. John Collin Vaughan, of the Presbyterian Hospital, as visiting surgeon, Dr. Conrad Behrens, a skilled oculist, Dr. Terry M. Townsend, our genito-urinary man, all of whom come up once a week or more frequently in response to emergency calls.

"The new medical staff also includes Dr. William S. Bainbridge, surgeon and cancer expert, who comes up when needed, and who, like the others, performs this devoted service without money and without price. Then we have in addition a competent inmate dentist, George Schan, who is the secretary of the Mutual Welfare League, and a visiting dentist, Dr. W. F. Garner. Our completed plan calls for an additional dentist, a nose and throat man, the services of a neurologist, and such other specialists as may seem to be necessary. Proximity to New York is our good fortune and the fine spirit of disinterested service animating the medical profession, as well as their interest in the work at Sing Sing, is enabling us to build up this unparalleled medical service.

"In connection with the foregoing, arrangements already have been made to institute a complete psychiatric service, under the auspices of the National Committee for Mental Hygiene, of which Dr. Thomas W. Salmon is medical director. Dr. Bernard Glueck, of the Government Hospital for the Insane, in Washington, has been selected as head of this psychiatric service, which has been generously provided for by a grant from the Rockefeller Foundation. Dr. Glueck will have under his direction as large a staff of assistants as may be necessary to make a rapid and thorough mental survey of the prison population, as well as to bring to bear upon the problems of individual conduct and general health the resources of psychiatry and psychoanalysis.

"It is obvious that such a medical service as this will have far-reaching results. It will make it possible for us for the first time

in prison history to classify the inmates according to their mental and physical condition and needs. Low-grade imbeciles and prisoners afflicted with mental disease should not be mingled indiscriminately in a prison population, where they inevitably act as a source of disorder, and often of infection. While the State has made no provision for taking care of the criminal imbecile, the prison authorities ought to know him and be prepared to deal with him so far as possible according to his needs. The same may be said of men afflicted with tuberculosis, syphilis, and other contagious diseases. We must know who those men are in order that they may be segregated and properly treated. The institution of such a service at Sing Sing goes far to solve the medical problem in all the State prisons.

"It is, of course, too much to hope that such a service could be duplicated at Auburn, at Comstock, and Dannemora. Dannemora already possesses excellent hospitals for the insane and tuberculous prisoners. Sing Sing may well become the hospital prison of the State, to take care of all cases, except the tuberculous and the insane, which cannot properly be cared for in other prisons. The institution of such a service is also the first step toward the realization of the plan recommended in the report of the Commission on Prison Reform some two years ago, namely, that of making Sing Sing the receiving station and distributing center of the New York penal system. Men sentenced to State prison from any part of the State may then in the first instance be sent to Sing Sing for such mental and physical examination as they require before being distributed among the other prisons.

"All this leads up to the capstone of my aim when at Sing Sing which was this: One of the first things to draw my attention when I became Warden was the fact that few of the inmates who were paroled or discharged had any idea what they would do to earn an honest living after they got out. Practically all of them declared their intention to 'go straight,' but hardly any of them knew how they were going to do it. They had come to prison without a vocation, trade, or calling, and they were going out in the same condition. Upon investigation, I discovered that from two-thirds to three-quarters of the men in Sing Sing had never done an honest day's work in their lives. They were wholly without training or habits of industry. A large proportion of them had spent the greater part of their lives since childhood in reformatories and prisons but nowhere had they learned anything that would be of any use to them after they were released.

"The result was that there was little honest work done inside the prison. The general attitude of the men in Sing Sing is that they want to get along as easily as possible with a minimum of actual work. With a few exceptions, the men were always looking for a transfer to a softer job. I soon discovered that the comparative worthlessness of prison labor, its inefficiency, is due to the fact that the inmates of our prisons, having never learned how to work, do not know how to work. Work is a part of their punishment and most of them would lie idle all the time if they could. Now, if, as everybody nowadays concedes, the main object of prison administration should be to fit a man to lead an honest and useful life after his discharge, it is obvious that the prison must train him to lead such a life.

"Otherwise, with the best intentions in the world, finding himself incapable of earning an honest livelihood, the discharged prisoner will almost inevitably turn back into evil ways. Therefore, I addressed myself to the problem of providing vocational and industrial training for the inmates of Sing Sing. A promising start had already been made in this direction by an inmate, David Maier, chairman of the educational committee of the Mutual Welfare League. The practical courses instituted by him in mechanical drawing, telegraphy, stenography, and automobile repairing had proved so popular as to throw the regular educational work conducted by the State wholly into the shade. Men crowded into these evening classes in a way to prove conclusively the eagerness of multitudes of inmates to acquire proficiency in some branch of useful learning which would enable them to make good after their release.

"Here was a foundation to build upon. We set to work to increase the number of these practical courses, and, finally, as the magnitude of the task grew upon us, with the assistance of the National Society for the Promotion of Industrial Education, and of Dr. John H. Finley, State Commissioner of Education, obtained the services of an accomplished vocational expert, L. A. Wilson. Mr. Wilson has worked out a comprehensive plan of industrial and vocational training for the inmates of Sing Sing. Upwards of a dozen courses, including all kinds of machine work, mental and wood-working, printing, etc., will soon be in full operation. The old power-house, which was about to be pulled down because no longer needed, has been converted into a vocational school building. It is expected that before the summer is over

at least 600 men will be at work in the vocational schools and evening classes. In this we have had the constant cooperation of the inmates; some of them skilled mechanics; some graduates of schools of technology.

"You will see from this that I regard the problem of the prisoner as primarily an educational one and mainly one of industrial training. In order that this industrial training shall be effective there must be not only vocational schools but industries into which the men may be drafted and in which they may develop their proficiency for the benefit of the State. Considering the character of the prison population and the classes from which it is drawn, I am convinced that comparatively few inmates could be induced to follow an agricultural career and that not a very large percentage of them are fitted for commercial or business life. This being so, a prison should, in my opinion, be primarily an industrial establishment. I do not know of a better place than Sing Sing for an industrial prison.

"I am in complete sympathy with the view that there should be prison farms and that as many men as possible should be employed in farming occupations during a part of the year. My solution of this problem would be to have a farm annexed to every prison in addition to prison farms like those at Great Meadow and the proposed prison at Beekman or Wingdale.

"After Great Meadow is filled and the new prison built, we shall, in my opinion, still need a prison at Sing Sing. This may well be not only a receiving station and hospital prison, as outlined by me above, but a prison in which all the industrial arts are taught and practiced."

The following account of the remarkable work accomplished by the inmate educational committee is given in the *American Year Book for 1916*, page 400:

"A most remarkable venture in prison schools has been the development of classes and curricula at Sing Sing Prison by the Mutual Welfare League. The prison population forsook to a large extent the school conducted by the teacher appointed and salaried by the State. Evening classes were started and excellently conducted by a staff of inmate teachers under leadership of an inmate director with advice from noted educators from the outside. English, Italian, French, Spanish, arithmetic, electricity, mechanical drawing, automobile mechanics, are the chief courses. While

there has been but a beginning, the progress has been almost incredible. Financial support has been generously supplied by sympathizers of the League. The development of this educational program, as well as the complete reorganization and modernization of the medical service and the establishment of the psychiatric clinic, were made possible by the zeal of Warden Kirchwey and by the remarkable loyalty and co-operation which he was able to call forth from the inmates of Sing Sing."

THE PRISONERS' COMPENSATION ACT.

WITH a wage of a cent and a half a day paid to State prisoners; with slipshod, unorganized prison industries, and with but the remotest genuine attempt to give trade instruction or to train in habits of industry, we have gone about as far as blundering can lead in keeping from the men in our State prisons the equipment, mental and moral, necessary for honest self-support upon release. Though little may be lacking in the inefficiency of the system, the wife and children of the men thus neglected must pay the penalty of his failure to acquire a training and a trade.

The Prisoners' Compensation Act (Chapter 358, Laws of 1916), which went into effect May 1, 1916, was designed to make some fundamental changes and improvements in this situation. Whether or not the changes will in fact bring about improvements will depend upon those who administer the law.

This law starts from the assumption that *to work well, men must have an incentive*, and that this incentive must be in the form of an immediate apparent personal advantage. The law is further based on the assumption that *what the man in prison wants above everything else is to get out*. This law gives him the chance to work his way out. It tells him that by industry and application, by evidence of willingness to labor, he may materially reduce his sentence. A maximum of ten days is taken from a sentence for every thirty days of work performed, after the work has been done. If the work comes up to the best the individual can do, though it be not so good or so great as that of another who is better trained or more apt, the maximum of ten days is to be credited. If the work is inferior to what the individual is capable of, credits are scaled down. In other words, it is *piece work paid in "time off" instead of in dollars*, but piece work where even the worker's individual capacity is to be taken into account.

This compensation may be earned by all prisoners, those serving definite sentences and those serving indeterminate sentences. The former class in this State, as elsewhere, was entitled by law to a prescribed commutation or reduction of sentence for good behavior, while the latter class for their good behavior received no reduction of their minimum sentence. The first offender looks

upon this minimum term as his sentence, just as the second offender serving a definite term looks upon that term as his real sentence, commuted for good behavior in advance when he enters prison. The new law does not change this system, faulty and absurd as it is in some respects. But the new law does to a very considerable degree alter the old schedule of commutation. It does this in order to avoid such an impracticable reduction of definite sentences as would be effected if the new "compensation" were added to the old commutation, in order to make the "compensation" equal for both classes of prisoners, and in order that for both classes of prisoners a "compensation" may be provided liberal enough to serve as a stimulus to work.

An illustration will make clearer the working of the new law.

A, sentenced as a second offender to a term of eight years, received under the old law a commutation of two years and eight months, and therefore had to serve only five years, four months (being credited upon the beginning of his sentence with two months each for the first and second years of sentence, four months each for the third and fourth years, and five months each for the fifth, sixth, seventh and eighth years of sentence—although after the fifth year he will be released). Under the new law A receives in commutation, and still at the beginning of his sentence, a credit of one month each for the first three years of sentence, two months each for the fourth, fifth and sixth years, and three months each for the seventh and eighth years. His sentence is thus commuted by one year and three months and therefore becomes six years and nine months. He now has the opportunity further to reduce his term through earning "compensation" at the rate of ten days for every thirty days of work performed, and this compensation, unlike the commutation, is credited after the work has been performed.*

In the end, under the new system, A serves, if everything goes well, only five years and three-quarters of a month instead of the five years and four months under the old system. The net result is therefore favorable to the prisoner. He can, by the combination of the two methods, namely, of commutation and compensation, get out earlier than by commutation only. But he cannot, as

*Thus A: At the end of each 30 days has served 30 days, "earned" 10 days, is credited 40 days. At the end of 5 years, has served 60 months, "earned" 20 months and is credited 80 months. At the end of 24 days, has served 24 days, "earned" 6 days and is credited 1 month. Term served 5 years 2/3 months. "Compensation" 1 year 8 1/2 months. Commuted sentence 6 years 9 months.

heretofore, earn such a reduction by merely the negative form of good behavior; *he must really work for it*. He must actively participate in his own liberation by really earning his time instead of passively having his time reduced through merely not giving trouble to the authorities.

B, as a first offender, sentenced to serve not less than four years nor more than eight years, may now earn compensation at the same rate as A. But, as B is not entitled to commutation, he becomes eligible for parole after he has worked three years and "earned" one year.

B gains a whole year by the new system, but he gains it only by earning it, that is, by working for it and meriting it. There is thus, a double incentive for the man on indeterminate sentence; first, to be released before his maximum; second, to be released even before his minimum.

Special measures were taken by the law to provide for those already in prison on sentences in accordance with the old law. It has been arranged that these also are allowed compensations in addition to the present commutation. Regarding, however, the very generous commutation now given, the additional compensation for prisoners in this transitional stage has had to be comparatively small; that is, they receive two and one-half days compensation for every thirty days good work. There has been some dissatisfaction over this feature of the bill, for "old-timers" feel it unjust to be given only two and one-half days for the same grade of work and efficiency for which new-comers are given ten days. The objection, however, is only superficial, for new-comers receive small commutation, whereas the old-timers have full and generous commutation. At any rate, however, the objection is only temporary.

This new law, which Governor Whitman sponsored, strikes at the very foundation of bad and lazy work in our prisons. If it is used as it was intended that it should be, it may yet transform our prison population into men and women willing to work and willing to learn habits of industry. If, however, those administering the law come to regard it merely as a method for shortening sentences and as a scheme under which every one is entitled to the maximum regardless of his or her industry; there will be little more industry than heretofore.

LEGISLATION DURING 1916

THE most important legislation of the year 1916 in regard to prison betterment was undoubtedly the two Sage bills. One of the bills reorganized the commutation system for the State prisons, and provided for the gradual substitution thereof of a system of compensation. By this new method, good-time will henceforth be earned, not merely by failing to become guilty of serious disciplinary infractions, but by positive efforts in the performance of labor assigned. This bill became Chapter 358 of the Laws of 1916. Further reference thereto will be found in this report, pages 50-52.

The other bill, creating a Commission on New Prisons and making appropriations for the establishment of a new farm and industrial prison, and for the re-building of Sing Sing along modern lines, is explained in full on pages 25-33 of this report. It constitutes Chapter 594 of Laws of 1916. This bill received the active support of the Prison Association.

Two additional laws concerned the State prisons. One, Chapter 362 of the Laws of 1916, permits the sale of electricity by Clinton Prison to the village of Dannemora. This bill was approved by the Prison Association. Chapter 533 of the Laws of 1916 exempts the Soldiers' Home, located in Bath, from the requirements of Section 182 of the Prison Law, regarding the purchase of materials from prisons. The bill was passed on sentimental grounds. It was alleged to be disgraceful for veterans to wear prison-made goods. The argument is frivolous, but sufficed to pass the bill. It is not serious in itself, but may serve as a precedent for further efforts to frustrate the requirements of the Prison Law, which alone make possible the marketing of prison-made goods under the present system.

By Chapter 118 of the Laws of 1916 the fiscal year was changed to include the period from July 1st to June 30 inclusive, instead of the year beginning October 1 and ending September 30. As a result, appropriations were made on a different basis, and statistical returns for 1916 will be for nine months only.

Some legislation affecting New York City was passed, all of it satisfactory. By Chapter 526 the Commissioner of Correction

was given the power to designate any institution in the Department as a part of the Penitentiary or Workhouse or Reformatory, for the detention therein for a period of 30 days of inmates sentenced to any such institutions; also, for the retention in city prisons, of persons sentenced to the Workhouse for a period not exceeding 10 days. This law gives legal sanction to the organization of the clearing house, and makes possible the retention of short-term prisoners in the City prisons instead of requiring their transfer to the Workhouse for a period less than 10 days. It was approved by the Prison Association.

The law relating to the Parole Commission was strengthened in several details, especially by the prohibition through Section 3 of Chapter 287 of the commitment to the Penitentiary of any person accused of failure to pay fine, or the commitment to any institutions of the Department of Correction on a sentence, including imprisonment and fine. Approved by the Prison Association.

Chapter 510 authorizes the City of New York to purchase a site outside of the city limits for a farm colony for women sentenced to institutions in the Department of Correction. Approved by the Prison Association. (This law was followed in 1917 by an appropriation by the city authorities of \$333,000 for the purposes thereof.)

Chapter 284 (a bill introduced at the request of the Prison Association of New York) adds a new section to the Prison Law making mandatory the separation of adult and minor prisoners in the county penitentiaries.

Chapter 525 abolishes the fee system in the office of the sheriff of New York County. This was approved by the Prison Association.

Chapter 83 gives the Board of Estimate and Apportionment of New York City the power to fix the salary of the sheriff of Richmond County, which is within the boundaries of Greater New York. Approved by the Prison Association.

Chapters 236, 243, 240 and 242 make the necessary legal provisions for enabling Westchester County Penitentiary to receive prisoners properly sentenced.

Chapter 492 transferred control of the House of Detention for Witnesses in New York County from the Police Department to the Department of Correction (this followed an official investigation called forth by an inspection report of the Prison Association). Approved by the Prison Association.

An important bill, containing a concurrent resolution of Senate and Assembly, for an amendment to the State constitution, making it possible for persons on charges of felony to waive indictment and be prosecuted by information, was passed. If the same bill is again passed in 1917, the substance of the matter will be submitted to the people at the general election following.

ATTEMPTED LEGISLATION

A number of important bills, most of them good, but some bad, were introduced during the session of 1916 but failed of passage. The usual attempts to abolish capital punishment were made, but without effect. A number of bills to interfere with the work of the Parole Commission of the City of New York were introduced but failed of passage. They were opposed by the Prison Association.

A number of bills were introduced by the authorities of the City of New York for the purpose of transferring to the jurisdiction of the Department of Correction the Bronx County Jail and the Richmond County Jail, both of which house criminal as well as civil prisoners; and the Kings and Queens County Jails for civil prisoners. An independent attempt was made to make possible the confinement of civil prisoners of Queens County in the Kings County Jail; also, to invest all the powers of the transportation of prisoners in any county within the City of New York, in the Commissioner of Correction. All these measures were attempted for the sake of economy, on the one hand, and for the standardization and improvement of methods of treatment, on the other hand. They were actively supported by the Prison Association, which had made recommendations for such change of system for several years. None of the bills became law. The City Government will probably re-introduce bills to the same effect at the next or some subsequent legislature.

A bill to abolish the system of feeding prisoners, that still obtains in certain county jails, by the payment to the sheriff of a per capita sum, was prepared by the Prison Association and introduced at its request. It failed of passage, but is to be re-introduced in the legislature of 1917.

Bills for the establishment of clearing houses for the mentally deficient were introduced but failed of passage.

One bill attempted to create three commissioners in Lunacy as attaches of the office of District Attorney of New York County. The bill was defeated.

A bill permitting the use of tobacco in reformatories under the regulation and management of the authorities, although supported by the representatives of institutions as well as by the Prison Association, was defeated.

Attempts were made to re-establish the coroner's office along the old lines, but failed. Two very excellent bills introduced both in the Senate and Assembly for the reorganization and regulation of the prison capital fund, made no progress.

Several bills reorganizing and otherwise modifying the Board of Parole for State Prisons failed of passage. A number of bills modifying the procedure of the Board of Parole in regard to parole of inmates to State prisons or making changes in the eligibility of such prisoners were introduced but none, except the Sage bill referred to above, was passed.

It was attempted in one bill to procure a more flexible system of transfers of juvenile delinquents between institutions. It was a desirable bill but was defeated; it will, however, be re-introduced in the legislature of 1917.

No success was had for bills providing a pension system for employees of State prisons and reformatories.

A bill to transfer the management of the State farm for women at Valatie from the Superintendent of Prisons to a board of managers was defeated.

ROAD WORK BY PRISONERS.

DURING the past two years, little headway has been made in this State in the development of road work by prisoners. The employment of State prisoners on town roads has continued at Auburn, Great Meadow and Clinton Prisons in the same manner as reported by the Prison Association in 1914. A small amount of similar work was done also by Sing Sing Prison, but the utilization of State prisoners on the actual construction of new highways, comparable to that undertaken by the prisoners at the Onondaga Penitentiary, and that begun during 1913 by Sing Sing prisoners at Palenville, has been at a standstill.

In the statement by this Association in 1914 of the extent and results of prison labor on road work in this State, we referred to the work at Palenville, but could not give definite data. The abandonment of that work has been attributed by many persons largely to the impossibility of using prison labor on such large jobs. During the wardenship of Dr. Kirchwey at Sing Sing, an effort was made to begin again the employment of State prisoners on road work such as originally contemplated at Palenville. In connection with Warden Kirchwey's attempt, and largely for his use, data were obtained which represented a clear statement of the actual results of the experience at Palenville in 1914; the work carried on by Mr. Bogardus in Onondaga County was also examined and the data were brought up to date.

In support of the contention by this Association that the employment of State prisoners on large road construction jobs is feasible and desirable, the material obtained was submitted to Warden Kirchwey and was to be used by him in an appeal to the Governor. It is very desirable that the facts relative to Palenville and Onondaga County be clearly presented, both in order to rectify erroneous impressions concerning the work and also to impress upon the public the fact that such employment of prisoners on a large scale is still a possibility, though unrealized.

The purpose of employing prison labor on highway construction is fourfold: First, to provide healthful and hard labor to prisoners who otherwise might be idling away their time in prison; secondly, to make possible the construction of the maximum of highways with the minimum cost to the State; thirdly, the reduction of the congestion of population at the prisons, and fourthly, to provide an economically profitable employment for the State prisons.

STATE HIGHWAY CONSTRUCTION AT PALENVILLE UNDER THE
MANAGEMENT OF THE STATE HIGHWAY DEPARTMENT.

The following report was prepared in cooperation with Mr. David J. Shaw, the engineer in charge, and is based on the figures both of Mr. Shaw and Mr. Wait, Division Engineer. Mr. Wait's report is based entirely on figures and information supplied by Mr. Shaw.

The total cost of the work, including every item of expenditure, is given at \$37,544.49.

Different analyses of this cost led to varying conclusions as to the value of the work and the loss sustained by the State through the employment of prison labor. Mr. Wait places the financial loss at \$14,500, whereas Mr. Shaw considers the actual loss to have been not more than \$3,027. The great difference between these estimates is the result, of course, of a different analysis of the cost. A very careful financial statement prepared with the aid of Mr. Shaw, who has a intimate knowledge of the work performed, is given in full in the following pages, because it is thought to be of permanent value both for the problem of road work in general and as a clearing up of the contradictory statements in respect to the Palenville job.

Some discrepancies in the estimates are based on such differences as: the estimate of convict labor efficiency at 50 per cent. as against more than 60 per cent.; failure to make allowance for the experimental period of the commissary department; the lack of cooperation by prison officials in respect to sending the proper type of men, and the charging of overhead expenses originally calculated for a period of twenty months against three months of actual labor; similarly, the charging of all tools and machinery against the three months, instead of making only depreciation charges on the basis of twenty months; charging the total cost of the camp and camp equipment against the short period, instead of a proposed twenty months' period; the difference in the estimate of value of actual labor performed, varying from \$7,000 by Mr. Wait to \$9,933 by Mr. Shaw (accepted as \$8,500 in the tables submitted herewith); failure to allow for similar losses for the period of organization of any construction work of the same kind, whether done by contract labor or otherwise, which losses are generally made up by contractors in the subsequent periods; failure to make allowance for the fact that the most difficult part of the road work was taken up at the beginning of the period of construction; failure to make allowance for the saving to the

Prison Department resulting from the payment solely by the Highway Department of the total expense of maintenance and of the guarding of the prisoners while employed on the road.

In discussing the efficiency of convict labor Mr. Shaw says:

"There were in all 79 convicts sent to Palenville. Of these, 19 were returned at once as manifestly unfit for our work, leaving 60 with which we commenced the active season. There were in all 51 civilian laborers hired locally. Among the 60 convicts there were 19 who should not have been retained, but taking the 60 as they were, and comparing them with the 51 local civilians, the convicts averaged better as workmen. Omitting the 19 who failed, and considering only the 41 who made good, the convicts averaged as well as an ordinary good contractor's gang. The local civilians averaged very poorly as laborers.

"The causes of difficulty in efficiently working convict labor during the past season were found to be:

1. The bringing of convicts to the job before organization and equipment were complete.
2. The sending to the job of men who were of improper material, either mentally or physically, for the making of useful workers, on this class of work.
3. The retention on the job of such improper men.
4. The failure of the system adopted for feeding the convicts.
5. The keeping on the job of convicts after the possibility of efficient work was at an end for the season.

"Each of these was in itself the cause of a heavy increase of the cost in proportion to the work done."

Some of Mr. Wait's remarks show him, in part at least, in agreement with Mr. Shaw. In a letter dated April 5, 1915, he says in part as follows:

"What I would impress upon you in regard to this matter is that if any work is undertaken by any State Departments, I believe that the prisoners should be maintained, fed, clothed, guarded, and at all times under the control of the Prison Department. Our greatest mistake on this job was in trying to assume the duties which rightfully belonged to the Prison Department. I believe that there is a good field for convict labor, but a heavy job like Route 5-C is, in my opinion, not adapted to it. In my report I treated only the economic side of the problem, with particular reference to the amount of funds available for the completion of this one job, and I have not considered the advantages to the State from other sources."

The recommendations for future work of the nature undertaken at Palenville in order to avoid previous mistakes and any future losses, are given by Mr. Shaw as follows:

1. The Highway Department should handle only the actual construction end of the work. It should hire the laborer from the Prison Department, at a set price per day or hour of actual work on the road, in exactly the same manner as free labor is hired for the same work, and at a set percentage of same price. The Highway Department should have no responsibility for nor authority over the convicts, at any time nor in any manner, except to direct their work or discharge them, in all respects the same as free labor. During the hours of work, the men should not be thought of as convicts, but simply as employees of the Highway Department. No payment should be made for a single hour not actually worked, and a man discharged should be removed at once and permanently, in all respects the same as free labor.

2. In all respects except directing at work, the men should be controlled by the Prison Department. Outside of working hours, or when discharged, they should be governed and maintained by the Prison Department in whatever manner and at whatever expense it sees fit.

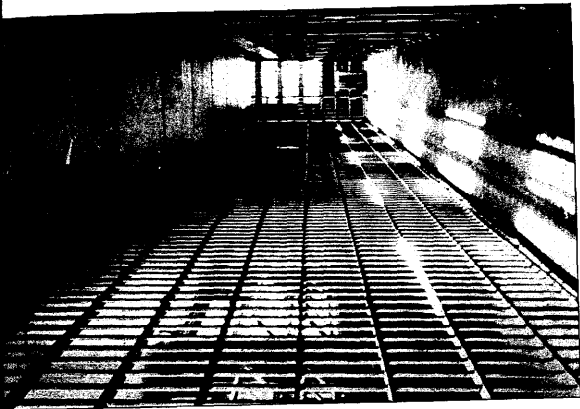
The reasons and advantages of this change are as follows:

(a) The matter of handling convicts in such manner as to be of benefit to them and to society in general is a sociological problem, and should be in the hands of the Prison Department. The Highway Department is not organized for such work, but for construction only.

(b) The Prison Department chooses the men to send to the job. They can choose such men as they please, and keep them in camp as long and under such conditions as they please. The Highway Department, which wishes to pay only for work done on construction and at the same rate per unit of work done as for free labor, would not be compelled to pay either for reform or for physical or mental improvement or education.

(c) The camp can be run in a more business like manner. The exact income at any time can be known and the expenditure governed accordingly.

(d) The most important matter of all, namely, the giving to the men of an object for which to work, would be completely in the hands of the Prison Department.



The Exercise Corridor in an "All-Steel, Inside-Cell" County Jail.



The "Reformative" Outlook of a Prisoner in an "All-Steel, Inside-Cell" County Jail.

ANALYSIS OF FINANCIAL STATEMENT OF ROAD CONSTRUCTION BY
PRISON LABOR AT PALENVILLE, 1914.

Total cost.....			\$37,544 49
Deduct engineering and supplies on hand as follows (5 per cent depreciation discounted against value of plant, and 15 per cent depreciation against use of camp and camp equipment).....			
Superintendent, incidentals, spent in procuring plant.....	\$99 85		
Superintendent, salary, two months spent in procuring plant.....	500 00		
Storekeeper's salary, one month, spent in procuring plant.....	100 00		
Plant on hand.....	14,446 71		
Total value of plant.....		\$15,136 96	
Less 5 per cent depreciation.....		756 84	\$14,380 12
Camp on hand.....	6,169 36		
Camp equipment on hand.....	759 07	6,928 43	
Less 15 per cent depreciation (taken on basis of \$5,928.43, that is, after deduction of \$1,000 salvage value).....		890 00	6,038 43
Fuel, oil, powder, etc., on hand.....			570 45
Road construction materials on hand.....			225 05
Clothing on hand.....			306 15
Tobacco on hand.....			59 04
Total.....			21,570 24
Chargeable against road construction.....			\$15,974 25

To be deducted from charge against road construction, as follows:			
Engineering incidentals.....		\$253 46	
Value of labor performed.....		8,500 00	
Estimated loss on inadequate food contracting system.....		551 15	
Estimated loss for maintenance of 751 man-days of labor at half-efficiency.....		200 00	
Saved by Prison Department by not paying maintenance of prisoners in camp at .465 per diem, per capita, as per Superintendent's report for 1914, makes.....		3,223 84	
Sustenance of guards.....		228 40	
Total.....			\$13,748 99
Total net loss to State.....			3,027 14

THE EXPERIENCE IN ONONDAGA COUNTY

The importance of the highway construction with prison labor in Onondaga County rests upon the following considerations:

1. To all intents and purposes, the Highway Department acted as contractor, hiring the labor of prisoners from the county peni-

tertiary. It is this relation between the Highway and the Prison Department that is recommended for the State in its employment of State prisoners. The State Highway Department should act as contractor in respect to the labor to be supplied by the Prison Department.

2. The nature of the work corresponds to that of the highest type of State highway construction on the principle of water-bound macadam. Therefore, the technical considerations are directly transferable from the experience in Onondaga County to the proposal for State work.

3. The experience of Onondaga County in physical technique of the conduct of road camps and in the financial operations serves as a splendid lesson to the State for similar work.

A full statement of this work is contained in the annual report of the Prison Association for 1914. The following table is an analysis of the financial statements for that work for the years 1912, 1913 and 1914, arranged by Mr. Shaw so as to be comparable:

ONONDAGA COUNTY ROAD WORK.

	1912 PENITENTIARY ROAD		1913 AMBOY-MEMPHIS, DEWITT-MANLIUS ROAD		1914 DEWITT-MANLIUS ROAD	
	General data	Costs	General data	Costs	General data	Costs
Limiting dates, Nov. 23- May 7						
Calendar days elapsed.....	290					
Working days.....	168					
Average number of con- victs.....	50.48					
Number of convict work- ing hours.....			81,056		84,917.0	
Paid by Highway Depart- ment for supervising skilled labor and team hire.....		\$8,788.81		\$12,774.35		\$17,817.31
Paid by Highway Depart- ment to county peniten- tary for convict labor at 74 cents per hour.....		4,426.12		6,147.46		6,368.85
Paid by Highway Depart- ment for supplies, ma- terials of construction, etc.....		8,926.97		14,577.38		23,788.51
Depreciation on equip- ment, charged at 15 per cent of total value.....		825.00				
Character of road.....	Macadam		Macadam		Macadam	
Road built, miles.....	4.00		4.40		7.00	
Road built, total cost.....		22,966.90		33,479.19		49,974.79
Road built, cost per mile.....		\$5,741.72		7,608.91		7,159.51
Estimated cost per mile by contract work.....						10,000.00
Net saving to county per mile.....						2,871.77

COMMENT ON VARIOUS PHASES OF THE ONONDAGA WORK

(Mostly by Mr. Shaw)

1. The method of returning prisoners to the institution over night is feasible, if work is done within a radius of not more than twenty miles. Properly equipped cars, similar to the sight seeing cars used in New York City, may be easily used for transporting them to and fro. The disadvantage of this method lies in the lack of appeal to the workers, since their living conditions remain the same. It might be restricted to the class of men whom safety requires to be returned at night. The opportunity for the ride morning and night, and the change of surroundings, would be sufficient incentive. Men who may be trusted on honor can be used on road camps at a greater distance from the institution.

2. Portable camps constitute the best way of housing prisoners on road camps. In view of the fact that the State's standard for housing its prisoners must be far superior to that of the usual contractors' camp, the portable camp which may be moved as often as necessary represents both an economical method and the possibility of a high standard of institutional cleanliness. This method is strongly urged for future operations on State Highway work, as the only solution for camp construction and equipment that may be kept within reasonable financial limits.

3. In payment by the Highway Department to the Prison Department for labor of prisoners, the method employed in Onondaga County of crediting such labor at the rate of 7½¢ per hour, to cover expenses in addition to those normally incurred by the prison for their maintenance at the institution, can be improved upon by payment of approximately 15¢ per hour of prison labor for actual road construction, as representing 75 per cent. efficiency of prison labor, as compared with free labor. Such a rate is conservative and is in agreement with the estimate of Division Engineer, B. H. Wait, with reference to prison labor on the Palenville road.

CLEARING HOUSES AND CRIMINOLOGICAL CLINICS

IN 1912 there was established at Bedford Hills, New York, a Laboratory of Social Hygiene, through the generosity of Mr. John D. Rockefeller, Jr. The Laboratory was, among other purposes, to make a thorough study of all women newly committed to the New York State Reformatory for Women at Bedford, in order that their treatment by the Reformatory should be based upon the most accurate and comprehensive knowledge available. Credit for the suggestion of such a Laboratory is due Miss Katharine B. Davis, then superintendent of the Reformatory.

In 1916, the Legislature provided for the establishment at Sing Sing prison of a receiving and distributing prison. On such establishment of a "clearing house," inmates committed to prisons of the State Department of Prisons are first to be received at Sing Sing, and will be there subjected to a most thorough study, analogous to that of the Laboratory of Social Hygiene at Bedford. Late in 1916, the Commission on New Prisons, the official body created to carry out the provisions of the law, adopted plans for a clearing house and receiving prison at Sing Sing that will surpass in scope and detail any previous effort in this country, and probably in the entire world.

For a number of years, the Juvenile Psychopathic Institute in Chicago has, under the noteworthy direction of Dr. William Healy, served as a laboratory for the Juvenile Court of Cook county. The work of Dr. Healy and his assistants has not only been of almost indispensable value to the court, but has also enabled Dr. Healy to publish scientific contributions of national value. More recently, a similar laboratory has been established in connection with the Chicago Municipal Court, under the direction of Dr. Hickson.

In New York City, a clearing house was for several years conducted by Dr. Max Schlaap for certain cases referred thereto by the Children's Court of Manhattan, and other agencies.

The principle of criminological clinics, and of clearing houses for the adequate mental and physical diagnosis of persons

charged with or convicted of crime, and for their proper distribution to suitable institutions, is to-day well established.

There are evidently two kinds of institutions at present referred to as "clearing houses." The first type functions especially as an arm of the Court. It receives for examination persons *already convicted*, but *before* sentence. The purpose of this clinic is to furnish to the Court a report of the physical and mental condition of the convicted person, sufficiently exhaustive to enable the Court to pronounce a proper sentence.

This type of laboratory serves the Court much as does the probation officer. One function of the probation officer is to furnish to the Court an adequate report on the *social* factors in the case of the convicted defendant. Probation officers are recognized to-day as indispensable in a modern courtroom. Probation officers secure for the Court information regarding the *social* history of the prisoner that the Court could otherwise not be in possession of. Justice to the convicted prisoner requires that such information be secured before sentence.

Similarly, the Court should, in justice both to the People of the State of New York, and to the defendant, be in possession of the *mental* and *physical* history of the defendant. Physical defects not infrequently explain the reason for the commission of offenses. Mental deficiency and aberration is a fruitful cause of anti-social acts. There are many grades of responsibility for crime, and many stages of mental or physical deficiency. Offenses against the law spring often from subtle and remote causes, hidden in the mental life of the offender.

Criminological clinics should be therefore essential parts of the Court's equipment. Such clinics are not "clearing houses," in that they do not themselves *distribute* prisoners to specific institutions. That is the function of the Court. They are clinics, reporting back to the Court their findings. The procedure, in the case of the criminological clinic, is substantially as follows: The Court remands for specialized study in the criminological clinic such persons coming before him as he feels should receive mental and physical study. Such remanded prisoners will, upon completion of the clinic's study, be returned to the Court for sentence.

It is now a generally advocated principle that criminological clinics should be readily accessible to the Courts requiring such service. Judges need prompt opportunity for consultation, as

well as for the more comprehensive reports on complicated cases. The close-at-hand clinic is an inducement to the Court to use it.

The second type of laboratory might be called the clearing house proper. An excellent example of such a laboratory, though functioning until now for one institution alone, is the Laboratory of Social Hygiene at Bedford Hills. During the last five years, all inmates sentenced to the New York State Reformatory for Women have been passed through the Laboratory for a comprehensive diagnosis. Although this Laboratory has so far "cleared" only for Bedford Reformatory, the same process is not only feasible but logical for institutions other than Bedford. Just as the proposed clearing house at Sing Sing will thus serve for all the State prisons, so can the Laboratory at Bedford act ultimately as a receiving and distributing prison (as well as clearing house) for the inmates newly committed to correctional institutions for women.

Such a "clearing house" can be of great service, also, in receiving at any time such inmates of correctional institutions as require extended study and diagnosis. A law providing for transfers of inmates from one institution to another more suitable institution should also follow the establishment of such a clearing house.

Let us return now to a further consideration of the criminological clinics, as distinguished from clearing houses. The necessity that the criminological clinic and the court be in close proximity to each other makes it obvious that criminological clinics for the courts of a great city like New York should be local institutions, in the sense of being relatively adjacent to the said courts. It does not follow, of course, that there need be a separate clinic for each Court. A central criminological clinic can serve a number of courts in the same city. Such clinics are, therefore, also in a political sense local institutions, and should clearly be supported by local funds, in distinction to State funds. Courts themselves are not State institutions, but local or county institutions. The criminological clinic is therefore a *scientific arm of the Court*, functioning locally.

The cities of this State need such criminological clinics. Let us consider New York City first. This city needs such a clinic, comprehensive enough to serve the criminal courts of the Greater City. Such a clinic will inevitably be established. Indeed, steps have already been successfully taken toward the establishment

of such clinics, but for prisoners already sentenced. We shall discuss this below, and show the feasibility of expanding its work to include service for the criminal courts as well as for the Department of Correction.

In the Greater City there need not be a clinic for each Court, although the amount of work developing upon such clinics will steadily increase. But without question no provision except the most comprehensive will prove ultimately satisfactory or just.

Moreover, other important cities in the State will require their local clinics. If the principle of mental and physical study of remanded prisoners is sound, then it applies quite as strongly to Buffalo, Rochester, Syracuse, Utica, Albany, Plattsburg, Poughkeepsie, and other localities as it does to New York City. Indeed, in some of these cities such clinics are already being planned or urged.

The clinic's chief value to the community will come through the frequent use made of it. Obviously, the use of the clinic should not be restricted by law to certain classes of cases, based upon arbitrary divisions as to age, previous convictions, or nature of offenses. How unsatisfactory would seem to-day any limitation of probation officers' investigations to certain classes, defined as to age, previous convictions, and the like! It is a fundamental principle that criminological clinics are for the purpose of discovering conditions and relations that are far more subtle and elusive than the crude legal definitions heretofore used for determining responsibility, sentence or duration of imprisonment.

Therefore, the *criminological clinic should be readily accessible to the Court at all times*. Every encouragement should be placed in the way of the Court to utilize the clinic. All cases apparently needing diagnosis should be eligible for such treatment. Justice also to the prisoner requires that such should be the case. And the Court will more readily acquire the habit of frequent consultation when the means of such consultation are close at hand.

New York City has already in process of establishment on Blackwell's Island two important laboratories of the "clearing house" type — one for males and one for females. These clearing houses will be an integral part of the Department of Correction. The clearing house for males will be created by the conversion of the present industrial building of the Penitentiary into such an institution. This building has been declared by experts suitable for renovation. The south wing of the present Work-

house will be similarly converted into a clearing house for women.

In planning such a development, the Department of Correction is following out its announced purpose of putting the entire Department, so far as possible, upon a reformatory basis, by the differentiation of the several institutions of the Department (Penitentiary, Workhouse, Branch Workhouses, and Reformatory) into institutions for the reception of specific classes of offenders. The present differentiation of institutions by sentence and by term of imprisonment will be abandoned, so far as possible, and male inmates will be received at the Penitentiary, where they will pass through the clearing house, and be there assigned, on the basis of the comprehensive studies of the clearing house, to specific institutions, according to their needs and to the needs of the institutions. For instance, special provision will be made for the tubercular, the venereally diseased, the feeble-minded, and other definite classes. Moreover, the clearing house will discover along what lines of industrial activity the inmates should prove most efficient, and will enable thereby the assignment of such inmates to institutions that require their indicated ability. The clearing house for women, at the Workhouse, will furnish similar facts for the proper distribution and treatment of the women.

It is our conviction that these two clearing houses, planned at present *only* for those who shall have been sentenced to the Department of Correction, can and ought to serve also as criminological clinics for the criminal courts of the city. That the equipment will in this case have to be increased, and the two clearing houses developed on a larger scale, is of course manifest. There seems no serious objection to such enlargement. Moreover, there is clearly a limit to the expenditures that the city ought to be called upon to make, if a reasonably feasible combination of activities of similar nature can be developed at reduced expense.

Should such a *double* function be assigned to the two proposed clearing houses on Blackwell's Island, it will then be readily possible for the Courts of the city also to remand to these new clinical institutions such persons for examination and report as the Courts may select. Separate wings can be created, if found necessary, for persons not yet sentenced. It may also be necessary to erect some separate buildings for the increased use to which the clearing houses would be put.

Nevertheless, a differentiation of treatment of sentenced or unsentenced inmates will probably not seem necessary, since in any case, the persons under examination will have already been found guilty of crime. There is, therefore, no sharp or broad line of demarcation between the two classes of persons, except that in the case of the sentenced persons, they will be subsequently distributed among the appropriate institutions of the Department of Correction, whereas the other persons, who have been remanded for observation and report, will be returned to the respective courts for sentence.

It is indispensable that criminological clinics be established for the Courts of the city. In this case, it is more economical to centralize the clinics, under the general supervision of the Department of Correction, and with the advantages of a strong central staff, than to create two separate groups of clinics, at greatly increased expense.

We have already said that the second type of clearing house — as in the case of the Laboratory of Social Hygiene at Bedford Hills — functions otherwise than does the criminological clinic. The clearing house should serve not only for the extended study and further diagnosis of recently received inmates — such diagnosis and study lasting perhaps in many instances for several months — but also to determine the proper institution to which to send ultimately the inmate under study. Such a clearing house is obviously an institution rendering *State* service, as distinguished from the local criminological clinic, which renders *local* service.

As an example of the service to be rendered by such a clearing house, let us consider Sing Sing's proposed institution of this nature. On the completion of the receiving and distributing prison at Ossining, there will be sent to that clearing house all persons committed to a State prison in this State. These newly committed inmates will receive the most comprehensive study — mental, physical, industrial — yet given probably in any State to male prisoners. At the end of a period, differing in each case because of the different individual factors, the prisoner will, on the basis of the clearing house's report, be assigned to one of the State prisons.

It should be noted here, that the clearing house study of the individual inmate at Sing Sing will occur even in the cases of inmates that may have already passed through a clinical examination in connection with their trial in Court. It is to be anticipated

that the examination of the local criminological clinic will hardly be as thorough and exhaustive as that of the prison clearing house. The criminological clinic will examine remanded prisoners, in order to report to the judge such factors as he should possess in order to pronounce proper sentence — whether to correctional institution, to probation, suspended sentence, or otherwise. The exhaustive study of the clearing house at Sing Sing will be for the purpose of securing comprehensive knowledge about the prisoner, which will enable the Prison Department to so guide the prisoner's career in prison that he may emerge from prison an honest, trained and self-supporting citizen. The clearing house will also have the important function and duty of determining those classes of inmates who because of physical or mental defects must receive specialized treatment on that account.

Clearing houses, thus functioning as the entrance prisons of the State, open up vistas of possibilities. There seems no reason why, if the proposed reception prison at Sing Sing is to serve as a clearing house for the State prisons, it should not extend its scope to serve likewise for the inmates committed to the New York State Reformatory at Elmira. It is just as important that the thousand or more inmates received yearly at that Reformatory be equally, scientifically and thoroughly studied. This cannot now be done at Elmira Reformatory, although careful attention is now given to diagnosing the inmates at that institution.

Similarly, the Laboratory of Social Hygiene at Bedford seems exceptionally fitted to become the clearing house for the State correctional institutions for women. This Laboratory, which for the last four years has operated as a clearing house for the State Reformatory for Women at Bedford, will on September 1, 1917, have finished the five-year period, during which Mr. John D. Rockefeller, Jr., has maintained the Laboratory. The State of New York will on that date have the option of purchasing the property. Should the State not decide to acquire the property, it remains of course with Mr. Rockefeller to determine to what use it shall be put in the future.

The Prison Association hopes most earnestly that the Laboratory will come into the possession of the State. A clearing house for women is as essential as that for men at Sing Sing. To be sure, there is no Prison Department for women's institutions, as there is for the State prisons of this State. Three State institutions for women (Bedford, Albion and Hudson) are each under

a separate board of managers, and each maintains a separate existence. Two State institutions for women (the State Prison for Women at Auburn, and the State Farm for Women Misdemeanants at Valatie) are administered by the Prison Department. Moreover, there are several reformatories for women under private management, like the Magdalen Home, the House of Mercy, and the Houses of the Good Shepherd.

Nevertheless, the fact that control of these several institutions for women is not centralized under one head, makes no less necessary the thorough scientific study of such women on entrance. We therefore are convinced that the State should secure the Laboratory of Social Hygiene at Bedford for such purposes, and that there should be sent to this Laboratory the women newly committed to the prisons and reformatories of the State. After adequate study, such women should be of course transferred to the institutions to which they are originally committed, with the accompanying reports of the Laboratory of Social Hygiene, which would act thus as a laboratory for these institutions.

The value of such a procedure would seem obvious. With the exception of the New York State Reformatory for Women at Bedford, no institution enjoys the great opportunities furnished by a clearing house. The several institutions nevertheless deserve and require this opportunity quite as much as does Bedford. The plan above suggested would furnish them such service. We recognize that in the working out of the plan there would be some difficulties of legal and administrative detail, but we are confident that our suggestion is in line with the inevitable development of the State's methods of treatment of its delinquent classes.

A further important function of the clearing house can, and ought to be, developed. All inmates of the several institutions should be returned to the clearing house prior to being considered for parole. Their ability to "make good" after a term of imprisonment depends to no small degree upon their physical and mental condition. The findings of the clearing house as to the results of the term of imprisonment, will be not only a valuable "checking-up" of the State's efforts at reformation and rehabilitation, but will also be of high importance to parole boards or committees in arriving at a proper decision regarding parole.

THE PAROLE SYSTEM OF THE STATE PRISONS.

PAROLE has become a fundamental part of the modern treatment of prisoners. Its name is significant of its purpose. Prisoners of the New York State prisons are admitted to parole, within the provisions of law, when in the opinion of the parole board there is reasonable probability that such prisoners will live an honest, industrious and self-supporting life. In short, parole becomes a period of conditional liberation, occurring before the expiration of the maximum sentence of the prisoner. It is a testing time for the prisoner. If he obeys the rules laid down by the parole board and conducts himself industriously and otherwise properly, he is in due time discharged from parole.

The theory of parole is based upon at least three suppositions:

1. That the prisoner ordinarily arrives at a period in his imprisonment when further incarceration will be of less service to him and to the State as a reformatory measure than a like period passed in liberty under parole supervision.
2. That, in the determination of the proper time at which to admit the prisoner to parole, an exhaustive and painstaking study will be made of the individual case, in order that both the right of society to be protected, and the right of the prisoner to rehabilitate himself, may be preserved.
3. That the supervision of prisoners while on parole shall be conducted thoroughly, and with efficiency and sympathy.

It has, however, long been a striking and deplorable fact that the State of New York has failed to provide adequately for the conduct of parole, either in connection with the State prisons or with the State reformatories for male felons. We do not at present make further reference to the parole system of the above-mentioned reformatories, reserving that for future consideration. We do, however, address ourselves frankly and, we hope constructively, to an analysis of the methods of parole at present employed by the State Board of Parole.

The parole work for the prisons of the State Department of Prisons is conducted by the State Board of Parole, which consists of three members. Two are salaried, each receiving \$3,600 a year. They are appointed by the Governor, by and with consent

of the Senate, for a term of five years. Their travelling expenses are met from a special appropriation. The third member of the State Board of Parole is the State Superintendent of Prisons, who receives no additional salary for his work with the State Board of Parole, and is ex-officio a member of the Board. He acts as chairman of the Board. It is obvious that the Superintendent of Prisons, being the directing authority of the State prison system, cannot give detailed attention to the intricate and often exhaustive problems presented by individual cases coming before the Board of Parole. The detail work of the Board must therefore devolve largely upon the two salaried members, and upon such subordinate officers or clerks as the Board may employ.

The Board is assisted by three parole officers, located respectively at Auburn, Clinton and Sing Sing prisons. Great Meadow has no parole officer, although over half of all the prisoners on parole from the State prisons on November 22, 1916, had been paroled from Great Meadow Prison (when our survey was made to obtain information as the basis for this study). It will be seen later that most of the parole work of the State prisons is conducted by private charitable bodies.

The parole officers receive \$1,200, \$1,200 and \$1,500 respectively. There are no other salaried persons on the staff of the Board, although one clerk in the office of the Superintendent of Prisons devotes most of her time to the Board's clerical needs.

The total maintenance appropriation for 1916 for the work of the Board was \$4,625. This included the travelling expenses of the members of the Board and of the parole officers. The total appropriation for the Board's work, including salaries, was \$15,725.

We have already stated that the modern conception of parole includes most comprehensive studies under the direction of or by the Board itself, or both, to determine the eligibility and feasibility of parole in each individual case. It is a most serious thing if, in departing from the traditional definite sentence in favor of an indeterminate sentence, that sentence becomes synonymous with a general shortening of terms of imprisonment, unless such shortening of terms of imprisonment be wholly on the basis of adequate and scientific study of each case that is presented to the Board. It is therefore of the first importance to ascertain to what extent complete or, at least, adequate informa-

tion is obtained by the Board of Parole prior to the presentation of prisoners for parole, and to what extent prisoners are paroled on first presentation, or even upon second presentation, without a sufficiently comprehensive knowledge of the individual case.

The work performed by the Board of Parole and by the parole officers of the Board is as follows:

The Board meets at each of the four prisons once every month. The total amount of time consumed by the Board in transportation, and at the hearings at the four prisons, is usually about one week per month. These hearings last from three to five hours. During the remainder of the month, the members of the Board are not required by law to give any of their time to the parole work, although they undoubtedly give occasional attention to matters arising.

By contrast we cite the provisions relating to the procedure of the Parole Commission of the City of New York, established in 1915. This Commission consists of three salaried members, and of the Police Commissioner and the Commissioner of Correction ex-officio. The salaried members are obliged by law to devote their whole time to the work, and they have already found that they require the assistance of a large staff, if anything like adequate information is to be secured for their purposes. They personally interview daily many inmates of the institutions of the Department of Correction, and hold frequent meetings for purposes of conference. Their daily work takes them to the institutions which they have, as a body, allotted to the individual members to cover. Interviews with prisoners occupy a large part of the time of the several members of the Commission.

The total commitments to the institutions of the Department of Correction coming within the jurisdiction of the Parole Commission of the City of New York was, from January 1, 1916 to November 29, 1916, as follows:

	Men	Women
Penitentiary	1763	38
Workhouse	700	
Reformatory	382	

In addition there were in the Reformatory, coming within the jurisdiction of the Commission on January 1, 1916, 450 men, making a total of 3,335.

The population of the State prisons coming within the jurisdiction of the Parole Board for State Prisons on June 30, 1916, was:

Sing Sing	930
Auburn	753
Clinton	668
Great Meadow	924
Valatie	72
Total	3347

These statistics make it evident that if the members of the Parole Commission for New York City find it necessary to devote their whole time to the parole system, a *similar procedure is necessary in the case of the Board of Parole for the State Prisons.*

In order to accomplish this purpose, however, it will be necessary to increase the duties and compensation of the salaried members of the State Board of Parole to a full-time basis. While the salaried members of the State Parole Board receive \$3,600 yearly, the salaried members of the City Parole Commission receive respectively \$7,500, \$6,000, \$6,000. It is a fair criticism of the existing salaries of the State Board of Parole that such salaries will not permit a parole commissioner of the ability and standing demanded for the position to give his whole time to the work of the Board, unless he be fortunate enough to possess independent means and free time. The Prison Association, therefore, does not so much emphasize the inadequate procedure of the State Parole Board in the matter of attendance at the prisons, as the inadequacies of the present law, which, we shall recommend, should be changed to provide adequate salaries and the full-time service of the members of the Board of Parole.

At each session of the Board at the several prisons, the Board interviews, one prisoner at a time, those eligible for parole, who have made application therefor. The procedure, therefore, is not the *granting* of parole to such individuals as the Board has, after due investigation, selected for the purpose, but the *appearance before the Board* of all prisoners who have served their minimum sentences, to request parole. It is therefore practically an automatic process, taking place at the expiration of the minimum sentence of the prisoner, and regarded by him as a

right, unless his conduct in prison has been such as to justify delay in granting parole.

Questions are asked of the prisoner by the Chairman and other members of the Parole Board, as to the prisoner's plans, and his intention to lead an honest life. Numerous questions, so often repeated in the case of succeeding prisoners as to become more or less stereotyped, relative to abstinence from intoxicating beverages, church attendance, and the like, are asked. The manner in which the prisoner replies to such questions, his demeanor while being interrogated, and his personal appearance, have not a little to do in affecting the judgment of the members of the Board.

We are not aware that any member of the Parole Board makes it a practice to interview prisoners prior to the meetings of the Board at the several prisons, so as to become personally acquainted with them and fully cognizant of all the necessary facts in each case. In addition to judging from the prisoner's personal appearance and by his answers to questions, the Board also consults the warden's record cards as to the demeanor of the prisoner during his period of sentence, and also reports from the chaplain, the physician, the principal keeper and the school teacher.

So far as we have been able to ascertain, neither the State Parole Board nor the parole officer makes a thorough examination of candidates for parole, nor do the records obtained by them constitute the chief source of the information before the Board of Parole.

The procedure of the Board of Parole in arriving at a decision as to the advisability of paroling an inmate is approximately as follows:

The warden reports as to the prisoner's previous convictions and as to his general demeanor within the prison. The principal keeper presents a statement. The teacher makes a brief report. The chaplain reports upon the prisoner's character. These reports are in the great majority of instances favorable. The physician reports in general merely as to the condition of the inmate's health. An exception to the relatively uniform nature of the physician's reports is furnished by Dr. F. L. Heacox of Auburn prison, who gives a detailed scientific and illuminating analysis of the inmate's mental and physical condition, and also a history of his outside life, and what the physician has been able to learn relative to the man's family. In cases where the mental condition

of the applicant is seriously defective, custodial care is recommended by the physician.

Recently, a material improvement has occurred also in the medical report presented to the Board of Parole at Sing Sing prison. The purely medical statement made by the resident physician is more complete than previously and is supplemented by the highly valuable findings of the staff of the Psychiatric Clinic, which subjects all newly-received inmates, and those appearing before the Parole Board, to a careful general examination, with emphasis on the mental and nervous conditions.

Dr. Bernard Glueck, chief of the Psychiatric Clinic at Sing Sing, has made a suggestion of far-reaching importance to the parole work of the State prisons. He urges that, prior to the parole of any inmate from State prison, he be returned to the receiving and distributing prison at Sing Sing for a second thorough clinical study. Such a study will determine not only what effect physically, mentally, socially, and industrially the period of imprisonment has had upon the individual, but also whether the inmate is in consequence fitted to go out into conditional liberty. If the State finds it necessary to erect a comprehensive receiving and distributing prison for inmates on their entrance to prison, it is obviously just as important that every essential fact should be collected and utilized prior to the re-entrance of the inmate into outside life. In other words, the receiving and distributing prison, with its psychiatric work and its manifold tests, should function also as a receiving station of the inmates from the prisons, and as a distributing station of such inmates into the outside world, through coordination of its own work with that of special employment bureaus for the merging of released inmates into proper industrial or other occupations. This procedure would probably centralize the office work of the Board of Parole at Sing Sing.

The Board of Parole should therefore be obligated by law to utilize the findings of such a scientific study of the inmate about to be released, and in any reorganization of the Board of Parole one of the members of the Board should probably be a physician with training in psychology and psychiatry.

It has already been indicated that the amount of time given by the Board of Parole or by individual members of the Board to the consideration of individual cases is generally quite insufficient to make possible a thorough study of each case. We have

found that the average time given by the Board of Parole to each inmate on his public appearance before the Board is from 6 to 8 minutes. It will be further noticed that the Board sits but one day, or a portion of one day, at each prison each month.

During the fiscal year ending September 30th, 1915, 1,369 applications for parole were made by inmates. Of these, 1,008, or three out of every four, were granted. Of these applications, about one out of four was a re-application for parole, the parole having been refused at the time of the first application. Comparing the total record of the Board with that of the above-cited fiscal year, we find a distinct increase in recent years in the readiness of the Board to grant parole. Of the total number of hearings of prisoners' application, 13,377 in number, 7,785, or only 58.19 per cent. resulted in paroles, as against 73.63 per cent. for 1915.

The total number of inmates on parole on November 22, 1916, was 1030. An examination of the individual cards of these paroled inmates showed the following facts. Of those on parole at that time, there had been paroled as follows:

	Total	On first appearance	Within one month	Total	Percent on first appearance	Per cent same day or within month
Sing Sing	198	154	15	169	77.77	85.33
Albany	129	87	19	106	65.99	82.17
Great Meadow	548	511	28	539	93.24	98.35
Clinton	155	86	39	125	55.48	80.64
	1,030	838	101	939	81.35	91.16

Including 26 females.

It is difficult to escape the conclusion that one of two conditions must exist at the time of the paroling of inmates by the Board of Parole. Either ninety of every hundred inmates presenting themselves for parole are so thoroughly fitted by their industrial and other experience in prison as to go out into the world and be honest, self-supporting citizens (because at least nine out of ten applications are granted within one month from the first appearance of the candidate for parole), or else the Board of Parole has become a body whose chief function consists of the formality of

releasing prisoners at the expiration of their minimum sentences, unless rather extraordinary conditions exist to the contrary. It is difficult to escape from this latter conclusion, in view of the limited time given to the individual cases by members of the Board of Parole, and in view of the relatively limited records presented to the Board for their information.

We would reiterate that more than 91% of the 1,028 persons on parole at the time of this survey, November 22, 1916, had been released either immediately upon the expiration of their minimum sentences, or within one month of the expiration of the same. In short, it may fairly be said that at the present time, the minimum sentence to State prison represents practically the length of imprisonment to be undergone by the inmate. It is hardly possible, on the other hand, that 91 per cent. of the men in prisons are sufficiently similar in character, training or other physical or mental conditions as to justify the almost automatic release of nine out of every ten applicants practically at the expiration of the shortest term during which they may be held in prison.

We believe, on the other hand, that the testimony of parole records would be materially different, were an intensive study made of all inmates from the time of their commitment to prison. If individual treatment, proper classification of prisoners, and the development of self-government, self-control and of a suitable training for industrial and social life after prison are now generally recognized as necessary parts of an adequate prison training, shall we not require, with equal emphasis a similarly individual treatment of the prisoner at the time of considering his eligibility for parole? Wherein lies the great value of training within the prison, if such training is to be broken into in the cases of nine prisoners out of every ten by the automatic regularity of parole on the expiration of the minimum sentence?

The definite sentence has been discarded just because of the conviction that a fixed period of discharge is a ridiculous anomaly. Is it possible that our prisons are functioning in their industrial and social training so excellently that nine out of every ten prisoners go forth, at the expiration of their minimum, adequately equipped for a free and independent life in the outside world?

But if this be not the fact, then why parole at the expiration of the minimum with such regularity? Why not hold the pris-

oner longer, until his efficiency is assured? The well-trained man is the best asset to society. The poorly trained man, with possible criminal tendencies, and without skilled knowledge with which to fill or hold a job, is a ready potential criminal and recidivist. Where is the value to the State in a too early release of the prisoner, either financially or socially?

To these questions two answers might perhaps be given. The first answer would be that the prisons are not now equipped to give adequate industrial training, and that as at present operated the man on parole, facing a long working day in competition with his fellows, would develop greater stamina than during a longer term in prison.

If this first answer is tenable — and many industrial conditions in prison warrant in some degree such an assumption — then it is an indictment of the industrial system of the State prisons that should not be tolerated with indifference. To turn prisoners out of prison to *hard work* because the State itself is *not furnishing hard work* and proper training would be a commentary suggesting a thoroughgoing investigation of the prison labor problem in our prisons.

The second answer that might be given to the question why nine out of every ten men should be placed on parole practically at the expiration of their minimum sentences, might be that, while not yet adequately trained perhaps, the Parole Board might just as well "take a chance" on them, assuming that the deterrent effect of prison had reached its maximum, and that they would "get down to business" now on the outside.

But the records of paroled men from State prisons show a woefully large percentage of physical and mental deficiency as well as an astounding lack of industrial training. Paroled inmates are forced in general to begin pretty nearly at the bottom of the industrial ladder, not in skilled or semi-skilled occupations, but in what are called "catch-as-catch-can" jobs. Fortunate the young man from prison who can climb the slippery rungs of the shaky ladder to a higher and safer level.

Discussing now the functions of the *parole officer*, it should be said that the generally accepted definition of "parole officer" does not apply to the parole officers of the State Board of Parole. It is his duty to supervise the prisoner while on parole, visit him, counsel with him, befriend him, keep in close touch with him, and take, in general, a close and sympathetic interest in his career while on parole. The parole officer, if he can rise to his remark-

able opportunities for constructive help, has an exceptional opportunity to aid the prisoner at the most crucial time in his career — when he first emerges from the prison. Within the prison, the prisoner has been largely under direction and guidance. Much of his thinking is done for him by others. His enthusiasm may be aroused to "make good" after gaining his parole, but the vital test comes with the gaining of parole when the prisoner is thrown largely on his own resources with relative suddenness, and he has to face exceptional temptations. The parole officer can become the bridge, by aid of which the prisoner can cross the chasm that too often yawns between prison and a steady job and self-support.

Obviously, parole officers, who seek to make their work efficient, cannot dissipate their energies or give close attention to a large number of prisoners on parole. It is often said that no parole officer, even in a fairly localized group of prisoners on parole, should have in charge at any time more than seventy-five released inmates.

Yet we find that the parole officers of the State Board of Parole, three in number, had, on November 22, 1916, theoretically, 1,029 prisoners under supervision. Evidently this is an impossible test. And the parole officers of the Board do not, in fact, function as supervisory officers. Their work is confined to the investigation of offers of employment to prisoners about to be released, and to general clerical work within the prisons which is more or less related to the work of the State Parole Board. Occasionally they go to the different counties to apprehend and secure the return of prisoners declared delinquent on parole.

What the State does not do at all — in one of the most highly important branches of remedial and constructive work for prisoners — private charitable societies and charitably inclined individuals attempt to do, as best they can.

An essential of a successful parole system is the frequent presence of the parole officer, where the paroled inmate can have both his counsel and his supervision. Even the best "absent treatment" of a parole officer, coupled with the supervision of an employer designated as deputy parole officer, is not sufficient, even though there may be occasional instances of successful results. The State must face the fact that it is just as much obligated, for the protection of society and for the benefit of the released inmate, to maintain an adequate corps of parole officers as it is to maintain a modern correctional institution for such

inmates prior to parole. To expend a per capita per prisoner amounting perhaps to \$175 to \$200 per year, while in the institution, where the prisoner can hardly go far wrong, and then to expend a paltry couple of dollars per capita (if as much) for the paroled inmate at a time when the released prisoner must fight the fight of his life *not to go wrong again*, is a condition that will some time be seen to be as intolerable as have come to appear the cells at Sing Sing prison.

As stated above, the State has recourse now to the important assistance of private agencies to do its parole work. These agencies operate without cost to the State. They receive their funds wholly from private sources. Their representatives are frequently present at the meetings of the Board of Parole. The representative of the Prison Association, for instance, attends each meeting of the Board of Parole at Sing Sing and at Great Meadow prisons, and less frequently at Clinton and at Auburn prisons. The Association's representative even acts frequently as the official parole officer for Great Meadow prison.

The following table shows the distribution on parole of inmates from the State prisons on November 22, 1916, and also the agencies to which such inmates had been paroled:

AGENCIES SUPERVISING PERSONS ON PAROLE FROM STATE PRISONS
ON NOVEMBER 22, 1916.

PAROLE TO	Sing Sing	Auburn	Great Meadow	Clinton	Auburn (women)	Total	Per cent.
Catholic Protective Society.....	92	17	233	38	7	787	37.6
Prison Association.....	40	6	113	26	3	188	18.29
Jewish Protectorate and Aid Society.....	44	9	43	12	4	112	10.80
Probation officer.....		26	29	7	2	64	6.22
Salvation Army.....	1		3			4	
Police.....	2	2	3	2		9	1.94
Volunteers of America.....	1	1	4			6	
Others.....	20	42	117	70	10	259	25.15
Total.....	206	103	543	155	26	1,029	100.00
OF THE ABOVE							
Warden.....		1	25	1			27
State parole officer.....		1	1				2

Parole records were examined November 22, 1916, at Albany. Only those on parole in good standing on that date were included. In the figures used in the present study, paroles from the Prison Farm at Valatie are not included. They are considered separately elsewhere.

The supervisory work is exercised, therefore, and the necessary aid to parole officers is given, almost exclusively by private agencies and individuals, as shown in the above table. On November 22, 1916, it appears that 67.73 per cent. of all persons on parole were paroled to private agencies. To probation officers and to police 8.16 per cent. were paroled, and 25.15 per cent. were paroled to private individuals (in which group are included the wardens of the several prisons, who received altogether 27 released inmates on parole, only about 10 per cent. of the 25 per cent. paroled to private individuals.) Only two inmates were paroled to the State parole officers, both inmates being assigned to the parole officer at Auburn prison, although one inmate has been paroled from Clinton prison to him.

The private charitable organizations are also seriously hampered by insufficient staffs. The Prison Association, for instance, has for some 200 paroled inmates only one parole officer, an employment secretary and an office clerk. It seems manifest that a material increase in the number of parole officers of the State should be provided. The private organizations should continue to function as they do now, receiving for relief and employment purposes inmates from the Board of Parole, but there should be the direct and responsible supervision of State parole officers in adequate numbers.

We make, therefore, the following:

RECOMMENDATIONS

I. The work of the Board of Parole should be reorganized along the following lines:

- (a) There should continue to be three salaried members of the Board of Parole. In addition, the Superintendent of Prisons should continue to be an unsalaried member of the Board.
- (b) The members should receive salaries sufficient to warrant the State's requiring of them what is generally understood as their entire time. Such salaries should not be less than \$6,000 annually for the chairman, and \$5,000 for each of the other two members annually. The members of the Board should spend most of their time at the prisons prior to the regular meetings of the Board, for

the purpose of acquiring close personal touch with the prisoners who are shortly to become eligible for parole.

- (c) The previous history, family and personal relations of the prisoners should be carefully investigated, as well as the offers of jobs, etc.
- (d) The Board of Parole should have complete control of the parole work, including the supervision and assignment of parole officers. Such parole officers should be responsible to the Board alone.

2. The work of the parole officers should be in general reorganized along the following lines:

- (a) The number of parole officers should be increased to not less than ten.
- (b) Parole officers should not be assigned to the individual prisons, but should, by order of the Board, be assigned certain territories, such territories to be designated in accordance with the number of prisoners paroled to the said territories.
- (c) The duties of the parole officers should be:
 - The personal supervision and counsel of inmates paroled to them.

The investigation of applicants for parole, and the presentation of the results of such investigations to the Board at its hearings or prior thereto.

The aid of prisoners on parole, through such means as may be made available.

The maintenance of personal contact with paroled prisoners.

The return when necessary of parole violators to the respective prisons.

3. Sufficient appropriations to carry out the above recommendations. All reasonable needs could be covered for the year 1917 by approximately \$35,000 per annum.

4. The functions of private agencies now acting as parole officers should be changed. They should continue as helpful agencies for relief, employment and other necessities, offering their services voluntarily as before, but the control and supervision of the paroled men while on parole should be maintained

by the State, as is at present the case in the matter of the paroled inmates of Elmira and Napanoch Reformatories.

5. If Sing Sing prison is to become the receiving and distributing prison for men admitted to the State prisons, and if those eligible for parole are to be returned thereto for further examination, the Board of Parole should establish headquarters at Sing Sing and work in close cooperation with its own parole officers, the psychiatric clinic and any other available institutional and outside aid.

A STATE DEPARTMENT OF CORRECTION

It is evident that before many years the correctional institutions in this State must be reorganized as to administration, control, and population. The development of prisons has continued now for more than a century. In 1796 the first State prison was established in New York City. In 1816, Auburn prison was begun. Sing Sing prison developed during the third decade of the nineteenth century, and Clinton prison was established in 1844. All of these prisons were under the administrative control of a board of inspectors for State prisons, who were thus the board of control of the prisons.

With the establishment of the House of Refuge for Juvenile Delinquents in New York City in 1824 arose the first State-wide institution for delinquents under other than State administration by the prison inspectors. A second reformatory institution (the first reformatory for adults in the United States) was opened at Elmira in 1876. As in the case of the House of Refuge, the Elmira Reformatory was placed under the administrative control of a separate board of managers.

And, as later the women's reformatories of Albion and Bedford were founded, they also were placed under their own separate boards of managers. The board of prison inspectors had no authority over these institutions. The House of Refuge for Women at Hudson became in time the State Training School for Girls, also with its own board of managers. Meanwhile, the office of "prison inspector" was abolished, and in their places was created a State Superintendent of Prisons, whose authority was supreme over the State prisons for men, the State prison for women, and the two State Hospitals for the Criminal Insane, at Matteawan and Dannemora.

But this division of authority between the Superintendent of Prisons and the several boards of managers of reformatories was only the beginning of an individualized administration. In each of more than sixty counties of the State there developed during the nineteenth century a county jail. Each county jail has continued to be under county management, except in Greater New York, where there is municipal administration of all the city institutions.

But this has not been all. The non-sectarian nature of such institutions as above mentioned has led certain denominations to establish private reformatories. These reformatories, while receiving principally inmates of the religious persuasion of the institutions, have received other inmates as well. Examples of such private institutions are the Catholic Protectors, Jewish Protectors, Magdalen Home, the House of Mercy and the Houses of the Good Shepherd. These institutions are under the administration of separate boards of managers, or under the more general administration of a denominational organization, or of the church itself.

The City of New York itself administers a correctional system, with a population at any time approximately as great as that contained in all the State prisons. The more conspicuous institutions of the Department of Correction are the City Prison (Manhattan), the Workhouse, the Penitentiary and the New York City Reformatory. There are also a number of district prisons, several branch workhouses, the City Prison in Brooklyn and one in Queens. All these institutions are under the administration of a single Commissioner appointed by the Mayor.

The terms of office of the many managers, superintendents, wardens, Superintendent of Prisons, Commissioner of Correction in New York City, etc., are of various lengths. The State Superintendent of Prisons, for instance, serves a term of six years. The Commissioner in New York City has a four-year term. Members of boards of managers serve for seven years. Superintendents of reformatory institutions serve during efficiency and good behavior. The terms of the wardens of State prisons have a strong tendency to be nearly coterminous with that of the Superintendent of Prisons, with considerable likelihood of their change with the entrance of a different political party into power. In other respects there is a variety of control. Wardens of the State prisons are not under civil service, while the superintendents of reformatories are. Boards of managers are not salaried, while the superintendents of the same institutions are salaried officials.

Out of this extremely varied system, or lack of system, of administration, there has necessarily developed a great variety of methods of administration. Moreover, the penal code and the code of criminal procedure have very naturally been developed to meet the fact that there are certain institutions to which certain

classes of offenders should be committed. Felons are committed to State prisons, reformatories, or penitentiaries. Misdemeanants may not be committed to State prisons or to reformatories for adult males. Certain classes of women may be committed to women's reformatories, and certain other classes to the women's prison at Auburn. The State Farm for Women, established at Valatie, receives women misdemeanants who have been convicted five times in the preceding two years. In 1911, a State Industrial Farm Colony for Tramps and Vagrants was established and in 1912 a law was passed providing for a State Reformatory for Misdemeanants. The last two institutions have not been erected. To these institutions would have been sent special classes of offenders.

But the *supervisory control*, as contrasted with the *administrative control* of the above institutions, has also gradually been vested in several bodies. The Prison Association was established in 1844, partly for the purpose of making official inspections of all prisons of the State, and power was vested in this body to enter at any time any prison and to make inspections and investigations. The State Board of Charities, established in 1867, was given supervisory control of all the charitable and reformatory institutions of the State, except certain institutions in which adult male prisoners are confined. The State Commission of Prisons, established in 1895, was given power to inspect and to make certain rules and regulations, particularly along industrial lines, for all the correctional institutions of the State in which sane adult persons are confined. The Fiscal Supervisor of State Charities, an office created in 1902, has become in large measure the official manager of the State charitable institutions, which include the reformatories for males and females, but not the State prisons.

We have thus shown how exceedingly complex is the system of government of the State's correctional institutions. As the population of these institutions increases, and as modern methods of treatment develop, including the indeterminate sentence, parole and a more highly classified treatment of offenders, the fact becomes ever clearer that the problems of individual treatment in the institutions not only become more complicated, but they become in each institution more similar to problems existing likewise in other institutions. There are found, for instance, in each institution the tuberculous, the venerably diseased, the feeble-minded, so-called incorrigibles, the psychotics, the so-called first offenders,

and other groups. It is clearer also that the difference between the felon and the misdemeanant is often one not of *intent* in the commission of a crime, but in the *incidental results* of the crime. The illustration of the stolen purse, which if its contents are over \$50 sends the thief to State prison, whereas if under \$50 sends the same thief to a county jail or a county penitentiary, is a typical example of the technicality of the law rather than of the difference of intent on the part of the thief.

The increased use of probation is removing from imprisonment the more helpless class of *first offenders* and those for whom extenuating circumstances are shown. The residue now sent to prison, reformatory or county institution tends to take on more and more the character of a custodial group, that is to say, a group in which mental or physical defects seem to condition to a greater or less degree the commission of crime. The treatment consequently that has in the past been considered applicable on the basis of the reformable nature of normal persons, must gradually give way to a specialized treatment, often on the basis of abnormal mental or physical characteristics. This is not to say that in our prisons and reformatories there is no considerable group of relatively normal persons, because such groups exist. It does mean, however, that with increasing frequency the problems of mental or physical disorder force themselves upon the administrative authorities.

And since in recent years the presence of the feeble-minded has been more and more emphasized in correctional institutions, there has developed the agitation for *psychological clinics*, *criminological clinics* and *clearing houses* in connection with both courts and prisons. Such institutions must inevitably develop. We have elsewhere (Pages 64-71) shown the importance of such clearing houses, and the clear differentiation between *criminological clinics* as arms of the local courts and on the other hand the *clearing houses*, which will function as receiving and distributing stations for the correctional institutions of the State.

The first step, therefore, in a reorganization of the correctional system of the State should be the establishment of such *criminological clinics* and *clearing houses*. The findings of these institutions will necessarily lead to the development of institutions to receive the special groups. In the past, institutions have been built for the reception of legally differentiated groups, such as the insane, the felons, the misdemeanants, the juveniles, etc. Within

these categories have been committed all persons who seemed to fit therein. The clearing house shows the fallacy and the stupidity of such forms of commitment. The institutions, after vainly struggling to meet the increasingly complex problems of modern individual treatment, recognized that there should be a redistribution of population.

The clearing houses, therefore, will cause a reapportionment of correctional institutions according to function. These reapportionments cannot today be worked out in detail, but the necessity can readily be seen. The Prison Department, for instance, today administers four prisons, in each of which are largely the same types of inmates. The clearing house at Sing Sing, which will receive ultimately each newly committed inmate to the State prisons, will force the Prison Department to reapportion its institutions according to the needs of special groups. Nor will it be reasonable to expect that the two State reformatories for males, or the two State reformatories for women, will long continue to receive all groups.

In short, the second step, as above indicated, will of necessity be a redistribution of the institutions, through revision of their functions. It is to be expected, for instance, that a portion of one institution, probably Clinton prison, will be designated as the tuberculous hospital for the State's correctional institutions. It is quite possible that one institution will be designated as the custodial institution for the feeble-minded, who require segregation. Some other institution, perhaps the new prison to be built at Wingdale, will become the chief industrial prison of the correctional system. Great Meadow is the logical farm prison of the correctional group. Elmira Reformatory might become the reformatory for the most helpable group of inmates that now are found either in prisons, reformatories or county institutions, and so on.

This development leads inevitably to a consideration of a *centralized department of correction*. At this moment it is clearly no time to suggest details. Nevertheless, the broad general features of a possible State department of correction can be sketched. Such a department would include the administrative control of the State prisons, the State reformatories for men, the State reformatories for women, the State Training School for Girls at Hudson, the State Industrial and Agricultural School for Boys at Industry, the State Farm for Women at Valatie, and the

State Industrial Farm Colony for Tramps and Vagrants at Beekman. Within such a department of correction should also come a half dozen State district workhouses, which are yet to be established.

These latter institutions are already partly in sight, in the form of the present county penitentiaries.

For instance, the Erie County Penitentiary is about to be transferred from Buffalo to Arden, in the country. A thousand acres of land have been purchased, and this will be practically a farm colony for misdemeanants. Although it is an Erie County institution, it may follow the custom of the New York County Penitentiary and receive inmates from other counties, thereby serving the district contiguous to Erie County. The Onondaga County Penitentiary at Jamesville is located in the country on fairly extensive acreage, and functions now as a farm industrial colony. The Monroe County Penitentiary at Rochester is located outside of Rochester and carries on farming. The Albany County Penitentiary is about to be located on some site outside the city of Albany. The Westchester County Penitentiary is a thoroughly modern institution, almost completed, and so constructed with small buildings and splendid equipment as to become a model county workhouse. The New York County Penitentiary is changing its purpose and becoming the receiving institution for the Department of Correction of New York City, while the old Workhouse on Blackwell's Island is being transferred to Riker's Island at the entrance to Long Island Sound, where on some four-hundred acres of made land a municipal farm will within a few years be developed under intensive cultivation.

In short, physical conditions are favorable to the amalgamation within a few years of most of the correctional institutions of the State in a great modern State department of correction. From this plan should be eliminated, at least for the present, most if not all of the institutions of the Department of Correction of New York City, all of the county jails, (in so far as the population awaiting trial in the jail is concerned), and the private reformatories under denominational management.

This is a general sketch on broad lines. The Prison Association raises the question for consideration and discussion. The present system of highly individualized management is proving unsatisfactory. On the other hand, there are obvious and serious problems in the planning of a State Department of Correction.

Boards of control, especially of the compass and power of a State Department of Correction in this State, would be in danger of becoming a distinctly political body. Other States have developed such conditions.

On the other hand, the Prison Association believes that it will be possible to work out plans for a State Department of Correction, which will embrace the following factors:

1. A board of commissioners, composing the State Department of Correction.
2. An executive staff for the administration of the Department.
3. A board of volunteer managers for each institution, said board to possess considerable authority in the conduct of the individual institutions.
4. A superintendent or warden of each institution, under civil service, and a staff also under civil service.

The limits as to power and control of the several bodies must be subjects for most thorough study. Nevertheless, we believe that a system could be effective in which the high value of volunteer service by boards of managers could be preserved, while the valuable service of a centralized body could be secured, to shape the institutions of the State in accordance with the general needs of the entire State and the special needs of the large groups of clearly differentiated inmates.

STATE PRISON FOOD RATIONS

DURING the period of more than three years that the two assistant secretaries of the Prison Association have been inspecting the State prisons, complaints and criticisms in regard to the food have been constantly heard, both from prisoners and officials, in respect to the quality, quantity, variety, preparation and service. Such judgment as it was possible to pass, by the routine tasting of food at inspections and by observations in the kitchen, refrigerators and messhalls has been insufficient for reliable judgment.

It became possible in connection with our general study undertaken in the fall of 1916 for the redistribution of the prison population, for their better classification and for the reorganization of the industrial system, to give some attention to the matter of food as well. It is not even now possible to make a complete study of the whole matter. Sufficient data have been collected, however, to point out the main deficiencies and needs and to enable this Association to make definite recommendations for improvement.

The principal defects may be presented under the following headings:

- I. Insufficiency in the amount of food allotted.
- II. Wrong relative amounts of different classes of food, making it difficult to serve balanced rations.
- III. Unsatisfactory method of distribution of food among the prisoners.
- IV. Inadequate system of food allotment and estimates at the central office.

In examining into the amount of food granted to prisoners in the State prisons, we have concentrated attention on the three articles of food causing most of the complaint and which, in a sense, are most important, namely: Meats, coffee and tea. The general findings in respect to those three articles of food would apply in a general way to all other articles. Because of the extremely unscientific method of drawing up bills of fare and allotting quantities of food, it was thought inadvisable to spend the

necessary amount of time and energy to obtain all data in regard to other articles of food.

Meat is allotted to the different prisons at the rate of 8 ounces per diem per capita, plus the number of pounds of meat per month equal to the average daily census for the month. This additional amount has been given since the beginning of the practice of serving three meals on Sunday. Fish and clams are allowed in addition to the 8 ounces of meat. This allowance compares unfavorably with the allowance for the Department of Correction in the City of New York, which is as follows:

Nine ounces per capita per diem beef and mutton.

One and one-seventh ounces per capita per diem of corned beef for hash or a total of ten and one-seventh ounces of meat per capita per diem.

The actual amounts issued during the four months of June, July, August and September, 1916, to Sing Sing, Clinton, Great Meadow and Auburn Prisons have been as follows:

AVERAGE AMOUNT OF MEAT ISSUED PER MONTH, JUNE, 1916, TO
SEPTEMBER, 1916, INCLUSIVE.

	Auburn	Clinton	Great Meadow	Sing Sing
Meat issued, lbs.	23,254	20,536	14,259	24,845
Average daily census of inmates.	1,393	1,435	897	1,523
Meat average per capita per diem, oz.	8.75	7.44	8.25	8.48
Fish issued, lbs.	1,593	369		1,856
Fish average per capita per diem, oz. ....	.58	.22		.65
Salmon, oz.	4,452			7,098
Salmon per capita per diem, oz. ....		.1		.15
Total meat, fish and salmon per capita per diem, oz.	8.75	8.12	8.47	9.28

Clams are given in the form of chowder, irregularly. They were given at Sing Sing during only three months of the four under consideration. They were not given at all at Great Meadow and only in small quantities at Clinton. At Sing Sing, where an average of 17,500 clams were given per month during three months out of the four, the average per capita per diem is less than one clam. It is fair, therefore, to disregard the item of clams for the present purpose.

Thus the amount allotted per day per man does not in any of the prisons come even within an ounce of the standard adopted by the city of New York for the Department of Correction.

The amounts above considered do not, however, actually reach the prisoners. A certain amount is lost in bones. A considerable amount is distributed in extra rations and an unascertainable amount is lost by pilfering. We have taken great pains to approximate the actual amount that does reach the average prison inmate. In calculating this amount, we have deducted from the total amount of meat supplied, 11 per cent. of the beef and mutton as lost in bones. We have made no reductions for loss in bones for the other meat stuffs.

In the matter of extra rations the situation is as follows: In every prison except Great Meadow a certain amount of meat is sent in bulk to the hospital. This meat is, of course, lost to the general population. A certain amount of meat is sent out to road camps and farms. In Sing Sing, meat in bulk is sent to be specially prepared for prisoners awaiting execution. For most of the above, these special amounts constitute all they receive. In addition, however, there is in every prison an "extra ration list" sometimes designated as the "steak list." A word in explanation of this group is necessary. Men doing especially hard work, such as the firemen in the boiler room, require more food than the remainder of the population. It has therefore become an accepted policy to give to such men extra meat rations, in addition to their allotment as part of the general population. In the course of time, others of the especially hard-working group have been included in the list for extra rations. The list of those receiving extra rations varies from prison to prison, some being included at one prison who are not included in another. The prerequisite of hard work as a qualification to be considered for the extra ration list, has been greatly lost sight of, and inmates are allowed to be placed on the list by the principal keeper or warden in one prison, by the principal keeper in another, the warden in a third, and by individual keepers and a kitchen keeper in the fourth. In the latter, the O. K. of the kitchen keeper is merely a matter of form.

We have gained the conviction that no reasonable basis for the admission of men to the extra ration list now exists in any but cases of firemen, who actually perform hard labor in shoveling large quantities of coal, and a few other exceptional cases. We are, at this point, not concerned with the effect on the general population of the institution of having such loosely managed ex-

tra ration lists. We are, however, concerned with the serious drain which the extra ration list constitutes on the amount of meat available for the general population. The following shows the number of men on extra ration lists at the different prisons at the time of the present study (November, 1916):

	Auburn	Clinton	Great Meadow	Sing Sing
Store house.....	4	*		
Hall men.....	3			
Warden's barn.....	4	†		
Front gate.....	1			
State barn.....	5			
Dynamo room.....	4			
Electrician.....	1			
Boilers.....	9		15	19
Shops.....	2			
Bakers.....	8			
Bread-room and waiters.....	4		1	
Butchers.....	4			1
Cooks.....	6			1
Warden's help.....	4			
Miscellaneous individuals.....	2			
Fireman, bakeshop.....				1
Kitchen.....			5	70
Plumber.....			1	2
Blacksmith.....			1	
Ice plant.....				16
Steam fitter.....				1
Kitchen keeper.....				
Total.....	61	52	26	110

* No specific list given.

† See total; extra pork and cheese is given to 135 men, most of them working on hospital, and no reduction made for these.

The extra ration consists daily of one pound of clean-cut steak at Auburn, Clinton and Sing Sing, and of a half pound at Great Meadow. At the latter institution the extra ration is said to take the place of one of the three meals, presumably the evening meal; that is, the lightest of the three meals.

It is hardly necessary to say that no explicable reason can justify such a difference between the numbers on extra ration lists as appears between the 26 on the Great Meadow list and the 110 of the Sing Sing list.

In addition to the extra rations, a further deduction from the meat available for the general population is made for various other groups shown in the following table:

GROUPS FOR WHOM DEDUCTIONS ARE MADE FROM THE GENERAL MEAT SUPPLIED.

Average for the four months, June, July, August and September, 1916.

	*Auburn	Clinton	Great Meadow	Sing Sing
Extra rations..... prisoners	63	52	26	110
Road camps.....	97	26		17.5
Farm.....				10.26
Hospital.....	30	179		54.5
Condemned cells.....				15.41
Total.....	184	257	26	207.67

* Data for Auburn are for the month of September, 1916, only. No data were obtained for June, July and August, but they were said to be practically the same all the time.

Of the above groups, patients in the hospitals and the men awaiting execution receive only the meat assigned to them (specific quantities will be given in a table below.) Others receive their regular rations in addition to the extra rations, so that in making the deduction in the supply available for the general population, the combined amount of their extra rations and their regular rations must be subtracted from the total available. We shall come back later to the actual amounts lost to the general population because of the above groups.

The per capita per diem of meat actually issued to the prisons for their populations has been shown above; similarly, the total of meat and fish allowance has been shown. A certain amount of the meat is however lost in the bones, fat and gristle. It is stated that the fat and gristle is utilized in hash and soup, so that the actual loss may be confined to loss in bones. We have deducted from all beef and mutton 11 per cent. as loss in bones. This percentage was based on actual record of loss in bones at Auburn Prison. No such record is kept elsewhere, so that we applied the 11 per cent. to the meat quantities at the other institutions. Dietitians place the loss in bones as high as 14 per cent., so that our estimate is conservative. Moreover, no deductions were made for loss in bones from pork, chicken, ham, corned beef and other miscellaneous meats. This makes the estimate of 11 per cent. still more conservative. No reduction was made for sausages and frankfurters, because these are delivered ready-made to the prison.

The following table shows the amount of meat delivered, the loss in bones, the loss by special rations and other groups, the remaining amount for general population and the per capita remaining for the average prisoner:

	Auburn	Clinton	Great Meadow	Sing Sing
Total amount, lbs.	23,254	20,556	14,239	24,845
Lost in bones, lbs.	1,903.45	1,609.71	1,234.64	2,256.67
Useable meat, lbs.	21,351.17	18,926.76	12,967.2	22,588
Lost to special groups as follows:				
Extra rations, lbs.	2,320.5	2,210.35	396.5	1,905
Road camps, lbs.	1,322.93	Included above	.....	353.5
Farm, lbs. ....	.....	.....	.....	136.59
Hospital, lbs.	563.61	2,437	.....	1,244.60
Condemned cells, lbs. ....	.....	.....	.....	379.89
Wardens, lbs. ....	.....	.....	.....	185.15
Total, special, lbs.	4,207.04	4,647.35	396.5	4,204.73
Balance for general population.	17,144.12	14,279.41	12,570.7	18,383.27
Average general population.	1,393	1,230	877	1,451
(After deducting those receiving no meals at regular mess.)				
Average per capita per month, lbs.	14.18	11.609	14.333	12.669
Average per capita per diem, oz.	7.438	6.04	7.45	6.39
Average per capita per diem, fish and salmon.	no data	.68	.22	.80
Total per capita per diem, meat and fish, oz.	7.438	6.72	7.67	7.39

The above amount of meat stuff is not sufficient to constitute a proper portion in a scientifically balanced ration. To begin with, the amount granted is too small, and the loss through special rations and other deductions is too great. The following table shows the unfairness of the distribution of meat between the specially favored groups and the general population:

	Auburn	Clinton	Great Meadow	Sing Sing
Per cent inmates of total population in special groups.	13.2	17.9	2.9	13.65
Per cent of total inmates in special groups, receiving in addition to special rations, also regular rations.	4.52	3.62	2.9	8.6
Per cent of total useable meat given as special rations.	19.7	24.42	3.05	18.55
Per cent of total useable meat given as regular rations to those receiving both regular and special rations.	4.52	3.62	2.9	8.6
Per cent total useable meat given to inmates in the special groups.	24.22	28.04	5.95	27.16

In other words, in Auburn Prison 13.2 per cent. of the population receives 24.22 per cent. of the meat supplied. In Clinton Prison 17.9 of the population gets 28.4 of the meat supplied. In Great Meadow 2.9 per cent. of the population gets 5.95 of the total meat supplied; and in Sing Sing 13.65 per cent. of the population receives 27.16 per cent. of the total meat supplied. It is

this unequal distribution of the meat that causes such a serious shortage in the meat available for the general population. The situation is equally serious or more serious in respect to coffee, and only slightly less serious with respect to tea. In respect to coffee, the differences between the individual institutions, found to obtain in regard to meat, are even more pronounced. Also, the shortage of rations, as compared with the proper normal ration, is even more serious than in respect to meat. The following table shows the amount of coffee issued to each prison, the amount deducted by assignment to the various extra rations and special groups, the amount remaining for the general population, the amount available for daily use and for use for each coffee meal, and also the standard amount of coffee required for the preparation of coffee for the size of the population in question. The standards have been obtained by Mr. Golden, the dietitian of the Department of Correction of New York City, and are based on several years of study by him at Kings Park State Hospital. Similar figures are given also for tea, and to some extent for chicory:

AVERAGE ALLOTMENT AND CONSUMPTION OF COFFEE, TEA AND CHICORY FOR THE MONTHS OF JUNE TO SEPTEMBER, 1916, INCLUSIVE.

	Auburn	Clinton	Great Meadow	Sing Sing
Total amount coffee issued, lbs.	670	275	535.7	1,041
Allotted for various special groups, lbs.	357	127.7	62	331
Coffee remaining for general population, lbs.	313	147.5	473.7	709
Average number of prisoners for coffee meals.	1,272	1,230	877	1,423
Number of coffee meals.	61	73	61.5	30.5
Average amount of coffee per coffee meal, lbs.	5.1	2.02	23.2	7.7
Average amount of coffee per diem, lbs.	10.2	4.78	15.4	23.2
Standard amount of coffee required for the same population, lbs.				
Tea, total amount issued, lbs.	52.6	51	36.6	59.17
Allotted for various special rations, lbs.	312.25	312	159.5	189
Tea remaining for the general population, lbs.	159.75	240	.....	14
Average number of prisoners for tea meals.	1,272	approx. 1,200	897	1,431
Number of tea meals.	30.5	*15	30	30.5
Average amount of tea per tea meal, lbs.	5	4.8	5.22	5.75
Average amount of tea per diem, lbs.	5	8.25	6	9.75

* Figure available for July only; apparently served every other day. The figure 15 is assumed as the average for the four months.

It appears from the above table that the average amount of coffee used for each preparation of a coffee meal is 5.1, 2.02, 23.2 and 7.7 lbs. in the four prisons; as against the standard amounts required of 52.6, 51, 36.6 and 59.17 respectively. Little wonder that the prisoners refer to the coffee as "bootleg!" Not only is the amount of coffee insufficient, but the quality of the brew referred to as "coffee" is made even poorer by the disproportionate amount of chicory used. For the 5.1, 2.02, 23.2 and 7.7 lbs. of coffee respectively, 3.7, 3.47, 8.07 and 2.73 lbs. of chicory are used. The standard ratio of coffee to chicory is 16 units of coffee to 1 unit of chicory. The above ratios are nearer 7 to 4 in reverse order for Clinton; 5 to 3.5 for Auburn; 3 chicory to 1 coffee for Sing Sing and 3 chicory to 1 coffee in Great Meadow Prison.

In regard to coffee and tea, as well as in regard to meat, there is also an unjust distribution, especially in extra rations. The preceding table shows the total amount of coffee and tea issued, and the amounts assigned for the various special groups. In comparison with the populations, we find that in the case of Auburn, 8.6 per cent. of the population is allowed 53.2 per cent. of the coffee. 14.2 per cent. of the population at Clinton Prison received 47 per cent. of the coffee. At Great Meadow 2.2 per cent. of the population are given 11.5 per cent. of the coffee and in Sing Sing 6.5 per cent. of the population uses almost 32 per cent. of the coffee. While these figures are not as accurate as the figures for meat, they err more on the conservative side than otherwise, inasmuch as no account was taken of the amount of coffee consumed by members of special groups from the coffee prepared for the general population. In the matter of tea, the situation is somewhat better. While in Auburn the ratio is still serious and 8.6 per cent. of the population receives over 51 per cent. of tea in the special rations, and, while Clinton Prison gives 76 per cent. of its daily tea in special rations to 44 per cent. of its population, we find that Great Meadow gives no extra rations of tea, all tea, and that at Sing Sing the extra rations in tea amount to only about 7 per cent. for about the same per cent. of the population. This, it must be remembered however, is "special" allowance in addition to what in most cases they receive from the general supply.

It is clear from the above tables that the quantities of meat, coffee and tea supplied to the prison are insufficient, and in some cases, absurdly and shamefully below a reasonable standard. It has just been shown that, to make matters worse in the prepara-

tion of coffee, a very undesirable and almost phenomenal proportion of coffee and chicory is used.

It is hardly worth while to criticize the food problem as a whole from the standpoint of balanced rations. For example, the ratio of beef and mutton on the one hand to pork and sausage on the other hand varies in the different prisons from about 7 to 1 to 3 to 2; whereas, the normal standard ratio is about 15 to 1. This leads to a statement of the general lack of attention, interest or knowledge of the existence or importance of balanced rations in the feeding of institution inmates. This knowledge is found neither at the individual prisons nor at the allotting authority at Albany. At Auburn Prison only have we found a faint attempt at representing the food values of the material served to the prisoners in terms of calories. Even there, however, it was based on presumed rations, and not on actually weighed and measured rations reaching the individual prisoners. We append a table, obtained from Dr. Heacox at Auburn Prison, representing the caloric values of the rations for a period from September 6th to 30th inclusive:

	Pat	Protein	Carbo. Hyd.	Calories
	Ounces	per man		
Dunlop's standard dietary.....	1.85	4.90	19.15	3,500
Atwater's standard dietary.....	5.27	3.51	17.23	3,426
Auburn:				
September 6, 1916.....	4.99	6.15	33.25	5,927
September 7, 1916.....	1.70	4.91	22.89	3,959
September 8, 1916.....	1.70	3.35	25.81	3,847
September 9, 1916.....	2.24	4.82	22.82	3,803
September 10, 1916.....	2.25	3.20	14.60	2,694
September 11, 1916.....	3.62	5.24	24.37	4,411
September 12, 1916.....	1.57	3.39	18.78	3,003
September 13, 1916.....	4.77	5.63	25.72	4,922
September 14, 1916.....	1.62	4.56	23.94	3,740
September 15, 1916.....	1.74	4.97	27.20	4,240
September 16, 1916.....	2.43	5.74	26.24	4,366
September 17, 1916.....	2.30	3.29	13.93	2,631
September 18, 1916.....	3.59	5.37	25.30	4,534
September 19, 1916.....	2.38	4.46	25.48	4,040
September 20, 1916.....	4.76	5.76	27.60	5,152
September 21, 1916.....	1.58	5.47	25.96	4,013
September 22, 1916.....	2.24	3.92	24.24	3,884
September 23, 1916.....	1.67	5.39	29.04	4,441
September 24, 1916.....	2.10	2.38	8.10	1,795
September 25, 1916.....	2.76	5.62	27.93	4,627
September 26, 1916.....	3.34	5.58	26.13	4,537
September 27, 1916.....	4.47	5.36	25.26	4,772
September 28, 1916.....	.....	.....	.....	.....
September 29, 1916.....	2.45	5.07	27.31	4,423
September 30, 1916.....	2.56	5.55	24.76	4,147
	64.61	115.18	579.12	87,019
24 days' average.....	2.69	4.79	24.13	3,663

Responsibility for the state of affairs in the dietary of the State prisons rests upon both the institutions and the central distributing authority in the Albany office. The institutions, on the one hand, have tacitly accepted the lack of standards, have made no study of the dietary needs themselves, and have raised objections from time to time only in regard to special items upon which they disagreed with the Albany authorities. Only recently has there been, at Sing Sing, any scientific attempt at the construction of a reasonable dietary through the aid of Dr. Seaman who was invited by Dr. Kirchwey to study the food problem at Sing Sing and make recommendations for its improvement. Moreover, the institutions have allowed the evils of extra rations, careless preparation, unsavory serving and uncontrolled waste; they have not, so far as we can learn, done their utmost to abolish pilfering.

Responsibility rests more heavily, however, upon the general system of providing food for the prisoners which is at present as follows:

Lump sums are appropriated for the purchase of provisions for individual prisons. Up to 1916, lump sums had been granted for the department as a whole, and not for the individual prisons separately. Each prison makes a monthly estimate of food requirements for the ensuing months, and forwards the estimates to the Albany office. The drawing up of the estimates is done by the "rule of thumb" method. Approximate quantities are requested, which fluctuate somewhat with the size of the population, but which are determined by tradition only, and not by concrete knowledge of the amount required on a standard ration basis. All of these estimates are reviewed by the estimate clerk in the Albany office. They are approved after necessary changes and deductions have been made, necessary, according to the opinion of the estimate clerk. His basis for approval or change is principally the agreement of amounts asked for with amounts of the same material granted in previous months or years.

An interview with the estimate clerk disclosed that no other standards than these are used by him and that, moreover, he was unacquainted with the actual situations in the various prisons as to the preparation of the food, the disposition of special rations, the issue of food to road camps from the general allowance (despite the fact that road camps were to be fed from special appropriation), and a number of other immediate matters in reference

to the food which an official in his position ought to be fully acquainted with in order to deal intelligently with the monthly estimates.

It is useless to go into detailed criticism of the present system, as it is antiquated and inefficient. The only possible basis of estimating food and of granting it is by the use of standard rations, and by the exercise of careful supervision over the distribution of food products to the prisons and within the prisons; and by supervision over the manner of preparation and the disposition of waste.

It is necessary to improve conditions as to the feeding of prisoners in State prisons, described in the above pages, both for the immediate future and as a permanent matter. The plan submitted herewith will, it is believed, affect the desired immediate as well as permanent improvement. For the sake of clarity we enumerate them as follows:

1. A supervising dietitian should be employed for the State prisons, at a salary not less than \$3,000 per annum, such dietitian to be chosen from the non-competitive class, and having general jurisdiction over:

- a. The dietary for the State prisons.
- b. The employees concerned in the storage and preparation of food at the prisons.
- c. The distribution of food and food estimates to the different prisons.
- d. The preparation of food estimates for all the prisons.
- e. The purchase of food by methods in accordance with the law and approved by the Controller, in such a way as to make purchases economic in themselves, and to take advantage of special bargains presenting themselves from time to time, and in the different parts of the State.

2. The abolition of the present method of preparing food estimates and of distributing allowances on such estimates at the office of the Superintendent of Prisons.

3. The uniform employment, at each prison, of at least one paid chef at a salary not less than \$1200 and one assistant cook, at a salary ranging from \$600 to \$900 per annum.

4. The preparation of the annual Budget for food, along segregated lines, for at least the following special categories:

- a. General population, to constitute about 85 per cent. of the total census estimated.
- b. Tubercular, to constitute 8 to 10 per cent. of the total census estimated.
- c. Hospital patients, to constitute 2 per cent. of the total census estimated.
- d. Special ration group, doing extra hard work, to constitute 5 per cent. of total census estimated.
- e. Condemned men, averaging 20 men.

5. The introduction in each prison of the system of requisitioning for daily use all foods necessary in accordance with a system of basic rations.

6. The adoption, for the present, of the dietary herein included, to be changed from time to time by the dietitian in charge.

7. All farms conducted by any institution of the State prison department shall be considered State prison farms, and the crops to be raised shall be in accordance with requirements of the departmental dietitian.

8. All kitchens, messhalls and store rooms for food should be transformed so as to be brought up to the standard established at Sing Sing under Warden Kirchwey through the voluntary service of the dietitian Dr. Emily Seaman.

9. The system herewith submitted should be transmitted to the finance committees of the legislature, so that appropriations might be made accordingly and so that it might be clearly seen that the improved system is rather a money-saver than an additional expense.

10. The present system of extra rations, as described elsewhere in this report, should be abolished and, instead, a special table should be set for those requiring either more or special kind of food. No prisoner should be given food in the raw state and be allowed to prepare it himself.

The following dietary and cost values were prepared at the request of the Prison Association by Mr. William Golden, General Inspector and Dietitian of the Department of Correction, New York City, and Dr. Emily C. Seaman, instructor in physiology and chemistry in Teachers' College, Columbia University:

The per capita per diem cost of sustenance at prices in February, 1917, for the different groups is as follows:

General population	\$.184
Tubercular .....	.33
Hospital .....	.16
Condemned men .....	.40
Extra rations .....	.2278

PROPOSED STATE PRISON DIETARY FOR TWO WEEKS TO BE USED AS MODEL

Wednesday

- Breakfast: Fruit, oatmeal with milk and sugar, bread, coffee with milk and sugar.
- Dinner: Mutton, caper sauce, coffee with milk and sugar, rice, Carrots.
- Supper: Vermicelli soup, graham bread, tea with sugar.

Thursday

- Breakfast: Cereal, milk, bread, coffee, with milk and sugar.
- Dinner: Boiled dinner, boiled beans, bread and coffee with milk and sugar.
- Supper: Baked rice with cheese and tomatoes, bread, tea and sugar.

Friday

- Breakfast: Cereal, fruit, bread, coffee with milk and sugar.
- Dinner: Clam chowder with crackers, macaroni and cheese, bread, coffee with milk and sugar.
- Supper: Tea with sugar, stewed prunes, ginger bread.

Saturday

- Breakfast: Cereal, milk, bread, coffee with milk and sugar.
- Dinner: Curry of beef with rice, bread, coffee with milk and sugar; spinach.
- Supper: Pea soup, graham bread, tea with milk.

Sunday

- Breakfast: Fruit, cereal, milk, graham bread, coffee with milk and sugar.
- Dinner: Roast ribs of beef, baked potatoes, peas, graham bread, tapioca with apricots, coffee with milk and sugar.
- Supper: Gingerbread, bread, tea with milk, fruit.

Monday

- Breakfast: Rice with syrup, bread, coffee with milk and sugar.
 Dinner: Sausage, mashed potatoes, parsnips, bread, stewed raisins, coffee with milk and sugar.
 Supper: Barley soup, bread, tea with sugar.

Tuesday

- Breakfast: Baked hash, bread, coffee with milk and sugar.
 Dinner: Individual pork and beans, pickles, bread, coffee with milk and sugar.
 Supper: Stewed prunes, raisin bread, tea with sugar.

Wednesday

- Breakfast: Oatmeal with milk and sugar, fruit, bread, coffee with milk and sugar.
 Dinner: Roast beef, cornstarch pudding, rice, carrots, raisin sauce, bread, coffee with milk and sugar.
 Supper: Vermicelli soup, graham bread, tea with sugar.

Thursday

- Breakfast: Cereal with milk and sugar, bread, coffee with milk and sugar.
 Dinner: Kidney stew, potatoes, parsnips, bread, coffee with milk and sugar.
 Supper: Dean soup, bread, tea with sugar.

Friday

- Breakfast: Puffed wheat with milk and sugar, bread, coffee, with milk and sugar.
 Dinner: Bread, coffee with milk and sugar, salmon, scalloped rice and tomatoes.
 Supper: Bread pudding with raisins, bread, tea with sugar.

Saturday

- Breakfast: Fruit, cereal, bread, coffee with milk and sugar.
 Dinner: Baked meat pie with potatoes and carrots, bread, coffee with milk and sugar.
 Supper: Pea soup, graham bread, tea with sugar.

Sunday

- Breakfast: Rice with syrup, graham bread, coffee with milk and sugar.
 Dinner: Roast beef, baked potatoes, peas, graham bread, gelatine, coffee with milk and sugar.
 Supper: Cornstarch pudding, gingerbread, tea with sugar.

Monday

- Breakfast: Cereal, fruit, bread, coffee with milk and sugar.
 Dinner: Beefstew, mashed turnips, samp, bread, coffee with milk and sugar.
 Supper: Fried potatoes, bread, tea with milk, stewed raisins.

Tuesday

- Breakfast: Corneal mush, fruit, bread, coffee with milk and sugar.
 Dinner: Individual pork and beans, pickles, bread, coffee with milk and sugar.
 Supper: Fried bread and syrup, bread, tea with sugar.

Wednesday

- Breakfast: Hash, bread, coffee with milk and sugar.
 Dinner: Salmon with rice and sauce, graham bread, coffee with milk and sugar, stewed fruit.
 Supper: Vermicelli soup, graham bread, tea with sugar.

Thursday

- Breakfast: Corn griddle cakes, graham bread, coffee with milk and sugar.
 Dinner: Boiled dinner, boiled beans, coffee with milk and sugar, bread.
 Supper: Macaroni croquettes with tomato sauce.

Friday

- Breakfast: Fruit, puffed wheat with milk and sugar, bread, coffee with milk and sugar.
 Dinner: Stuffed haddock baked, rice and tomatoes, raisins, coffee with milk and sugar.
 Supper: Bread pudding, bread, tea with sugar, prunes.

Saturday

- Breakfast: Fruit, cereal, bread, coffee with milk and sugar.
 Dinner: Curry of beef with rice, bread, coffee with milk and sugar, parsnips.
 Supper: Pea soup, graham bread, tea with sugar.

Sunday

- Breakfast: Rice with syrup, graham bread, coffee with milk and sugar.
 Dinner: Roast beef, baked potatoes, graham bread, stewed fruit, coffee with milk and sugar, spinach.
 Supper: Hot cottage pudding with sauce, bread, gingerbread, tea with sugar.

Monday

Breakfast:	Cereal, fruit, bread, coffee with milk and sugar.
Dinner:	Sausage, mashed turnips, samp, bread, stewed raisins, coffee with milk and sugar.
Supper:	Fried potatoes, bread, tea and sugar.

Tuesday

Breakfast:	Corned pancakes and syrup, bread, coffee with milk and sugar.
Dinner:	Individual pork and beans, pickles, bread, coffee with milk and sugar.
Supper:	Stewed prunes, cinnamon bread, tea with sugar.

UNIT COSTS OF MATERIALS INCLUDED IN FOREGOING BILLS OF FARE

Syrup, gal.	.....	\$ .29
Salt pork, pound.	.....	.1598
Beans, pound	.....	.1075
Pickles, gal.	.....	.24
Prunes, pound	.....	.0919
Bread, pound	.....	.0225
Milk, quart	.....	.0697
Sugar, pound	.....	.0593
Tea, pound	.....	.1672
Coffee, pound	.....	.1274
Rice, pound	.....	.035
Beef (forequarter), pound	.....	.1117
Potatoes, pound	.....	.04
Peas, pound	.....	.087
Gelatine, pound	.....	.30
Cornstarch, pound	.....	.0442
Gingerbread, pound	.....	.04
Turnips, pound	.....	.017
Raisins, pound	.....	.0813
Wheat, puffed, pound	.....	.0374
Salmon, canned, No. 1 Tin, doz.	.....	2.55
Tomatoes, canned, No. 10 Tin, doz.	.....	4.94
Carrots, pound	.....	.023
Mutton, pound	.....	.1417
Vermicelli, pound	.....	.0672
Crackers, pound	.....	.0757
Macaroni, pound	.....	.0672

Cheese, pound	.....	.235
Parsnips, pound	.....	.017
Split peas, pound	.....	.077
Evaporated peaches, pound	.....	.0824
Evaporated apples	.....	.086
Oats, rolled	.....	.0374
Clams, each	.....	.01

PER CAPITA COST OF FOREGOING ILLUSTRATIVE BILL OF FARE

Wednesday

Oatmeal, 1 oz.	.....	\$ .00234
Milk, ½ pint	.....	.01743
Beef, 9 oz.	.....	.06283
Coffee, 2/3 oz.	.....	.00530
Fruit, 1 piece	.....	.01
Cornstarch, ½ oz.	.....	.00138
Raisins, 2 oz.	.....	.01016
Bread, 24 oz.	.....	.03375
Rice, 1 oz.	.....	.00219
Cheese, ½ oz.	.....	.00735
Vermicelli, 2 oz.	.....	.0084
		<hr/>
		\$.16113

Thursday

Cereal, 1 oz.	.....	\$ .00234
Milk, ½ oz.	.....	.01743
Kidneys, 9 oz.	.....	.0675
Potatoes, 10 oz.	.....	.025
Parsnips, 10 oz.	.....	.01063
Beans, 2 oz.	.....	.01344
Bread, 24 oz.	.....	.03375
Sugar, 2 oz.	.....	.00741
Tea, .11 oz.	.....	.00115
		<hr/>
		\$.17865

Friday

Puffed wheat, 1 oz.	.....	\$ .00234
Milk, ½ pint	.....	.01743
Salmon, canned, 4 oz.	.....	.05313
Rice, 1 oz.	.....	.00219
Tomatoes, 2 oz.	.....	.00644
Bread, 24 oz.	.....	.03375

Raisins, 2 oz.....	\$.01016
Coffee, 2/3 oz.....	.00530
Tea, .11 oz.....	.00115
Sugar, 2 oz.....	.00741

\$.13930

Saturday

Cereal, 1 oz.....	\$.00234
Oranges, 1.....	.01
Bread, 24 oz.....	.03375
Milk, ½ pint.....	.01743
Beef, 9 oz.....	.06283
Potatoes, 10 oz.....	.025
Carrots, 10 oz.....	.01437
Peas, 2 oz.....	.01087
Coffee, 2/3 oz.....	.00530
Tea, .11 oz.....	.00115

\$.18304

Sunday

Rice, 1 oz.....	\$.00219
Syrup, 1 oz.....	.00226
Milk, ½ pint.....	.01743
Sugar, 2 oz.....	.00741
Bread, 24 oz.....	.03375
Roast beef, 9 oz.....	.06283
Potatoes, 10 oz.....	.025
Peas, 2 oz.....	.01087
Gelatine, 2 oz.....	.00375
Cornstarch, ½ oz.....	.00276
Gingerbread, 8 oz.....	.02
Tea, .11 oz.....	.00115
Coffee, 2/3 oz.....	.00530

\$.19470

Monday

Cereal, 1 oz.....	\$.00234
Milk, ½ pint.....	.01743
Fruit, 1.....	.01
Beef stew, 9 oz.....	.06283
Turnips, 10 oz.....	.01063
Raisins, 2 oz.....	.01016
Samp, 3 oz.....	.00562

Potatoes, 10 oz.....	\$.025
Tea, .11 oz.....	.00115
Coffee, 2/3 oz.....	.00530
Sugar, 2 oz.....	.00741

\$.15787

Tuesday

Corn Cakes, 8 oz.....	\$.02
Syrup, 1 oz.....	.00226
Pork, 6 oz.....	.05993
Beans, 3 oz.....	.02015
Prunes, 2½ oz.....	.01435
Cinnamon bread, 8 oz; bread, 16 oz.....	.03375
Milk, ½ pint.....	.01743
Sugar, 2 oz.....	.00741
Tea, .11 oz.....	.00115
Coffee, 2/3 oz.....	.00530
Pickles, 2 oz.....	.0150

\$.19673

Wednesday

Oatmeal, 1 oz.....	\$.00234
Orange, 1.....	.01
Milk, ½ pint.....	.01743
Coffee, 2/3 oz.....	.00530
Sugar, 2 oz.....	.00741
Mutton, 9 oz.....	.0797
Rice, 1 oz.....	.00219
Carrots, 10 oz.....	.01437
Vermicelli, 1 oz.....	.0042
Bread, 24 oz.....	.03375
Tea, .11 oz.....	.00115

\$.17784

Thursday

Cereal, 1 oz.....	\$.00234
Milk, ½ pint.....	.01743
Bread, 24 oz.....	.03375
Coffee, 2/3 oz.....	.00530
Sugar, 2 oz.....	.00741
Tea, .11 oz.....	.00115
Salt pork, 6 oz.....	.05993
Beans, 3 oz.....	.02015

Potatoes, 10 oz.....	\$.025	
Rice, 1 oz.....	.00219	
Cheese, ½ oz.....	.00735	
Tomatoes, 2 oz.....	.00644	
		\$.18844

Friday

Rollod oats, 1 oz.....	\$.00234	
Oranges (fruit), 1.....	.01	
Bread, 16 oz.....	.0225	
Milk, ½ pint.....	.01743	
Coffee, 2/3 oz.....	.00530	
Sugar, 2 oz.....	.00741	
Tomatoes, 2 oz.....	.00644	
Chowder, 6 oz, clams 6.....	.06	
Cheese, 1 oz.....	.01469	
Prunes, 2½ oz.....	.01435	
Gingerbread, ½ pound.....	.02	
Potatoes (for chowder), 8 oz.....	.02	
Tea, .11 oz.....	.00115	
Crackers, 2 oz.....	.00946	
Macaroni, 2 oz.....	.0084	
		\$.21947

Saturday

Cereal, 1 oz.....	\$.00234	
Bread, 24 oz.....	.03375	
Milk, ½ pint.....	.01743	
Sugar, 2 oz.....	.00741	
Coffee, 2/3 oz.....	.00530	
Prunes, 2 oz.....	.01148	
Beef, 9 oz.....	.06283	
Rice, 1 oz.....	.00219	
Parsnips, 10 oz.....	.01063	
Salt pork, 1 oz.....	.00481	
		\$.15817

Sunday

Rice, 1 oz.....	\$.00219	
Syrup, 1 oz.....	.00226	
Bread, 24 oz.....	.03375	
Coffee, 2/3 oz.....	.00530	
Milk, ½ pint.....	.01743	

Sugar, 2 oz.....	\$.00741	
Beef, 9 oz.....	.06283	
Potatoes, 10 oz.....	.025	
Evaporated apples, 2 oz.....	.01075	
Spinach, 8 oz.....	.02	
Tea, .11 oz.....	.00115	
Cottage pudding, 8 oz.....	.03	
		\$.21807

Monday

Cereal, 1 oz.....	\$.00234	
Milk, ½ pint.....	.01743	
Coffee, 2/3 oz.....	.00530	
Sugar, 2 oz.....	.00741	
Tea, .11 oz.....	.00115	
Sausages, 6 oz.....	.05250	
Turnips, 10 oz.....	.01063	
Raisins, 4 oz.....	.02033	
Samp, 3 oz.....	.00562	
Potatoes, 10 oz.....	.025	
		\$.14771

Tuesday

Baked hash (potatoes), 8 oz.....	\$.02	
(Corned beef) 4 oz.....	.02793	
Pork, 6 oz.....	.05993	
Beans, 3 oz.....	.02016	
Pickles, 2 oz.....	.0103	
Coffee, 2/3 oz.....	.00530	
Milk, ½ pint.....	.01743	
Sugar, 2 oz.....	.00741	
Tea, .11 oz.....	.00115	
Prunes, 2½ oz.....	.01435	
Bread, 24 oz.....	.03375	
Raisin bread, 1½ oz.....	.00762	
		\$.22533

First week

\$.16113
.17865
.13930
.18304
.19470

Second week

\$.17784
.18844
.21947
.15817
.21807

First week (cont'd)

\$.15787
 .19073

(7) \$1.21142

\$.17306

\$.17306

.19072

(2) \$.36378

\$.18189 General Average.

MENU FOR TUBERCULAR PATIENTS

Monday

- Breakfast: Cereal, milk, poached egg on toast, bread, butter, coffee.
 Dinner: Barley soup, roast beef, gravy, potatoes, vegetable, bread, butter, tapioca pudding.
 Supper: Stewed prunes, bread, butter, tea.

Tuesday

- Breakfast: Cereal, milk, scrambled eggs, toast.
 Dinner: Mutton stew, vegetable, bread, butter, cornstarch pudding.
 Supper: Boiled rice, milk, bread, butter, tea, plain cake.

Wednesday

- Breakfast: Cereal, milk, bread, butter, coffee.
 Dinner: Cream of pea soup, chopped meat, lemon jelly.
 Supper: Hominy pudding, bread, butter, tea.

Thursday

- Breakfast: Cereal, milk, boiled eggs, toast.
 Dinner: Mutton broth, boiled mutton, mashed potatoes, green peas.
 Supper: Stewed apples, bread, butter, tea.

Friday

- Breakfast: Cereal, milk, poached egg on toast.
 Dinner: Broiled steak or fish, mashed potatoes, vegetable, sago pudding.
 Supper: Boiled rice, milk, bread, butter, tea.

Second week (cont'd)

\$.14771
 .22533

(7) \$1.33503

\$.19072

Saturday

- Breakfast: Cereal, milk, bread, coffee.
 Dinner: Mutton chops, creamed potatoes, vegetable, rice pudding.
 Supper: Molasses cake, milk, bread, butter, tea.

Sunday

- Breakfast: Cereal, milk, scrambled eggs, toast.
 Dinner: Split pea soup, roast beef, gravy, vegetable, ice cream.
 Supper: Stewed peaches, plain cake.

Four eggs and one quart of milk daily in addition to milk for cereals, to be given as egg nog, in morning, afternoon, and at retiring.

Bread and butter to be served with each meal.

Coffee for breakfast and dinner.

Tea for supper.

Thirty-three cents per day.

MENU FOR CONDEMNED MEN

Monday

- Breakfast: Cereal, milk, fruit, chops, potatoes, bread, butter, coffee.
 Dinner: Vegetable soup, roast beef, gravy, mashed potatoes, rice pudding.
 Supper: Cold meat, French fried potatoes, bread, butter, tea.

Tuesday

- Breakfast: Cereal, milk, fruit, bread, butter, coffee.
 Dinner: Mutton stew, containing vegetables and potatoes, vegetable, bread, fruit, sago pudding.
 Supper: Broiled steak, French fried potatoes, cake.

Wednesday

- Breakfast: Cereal, milk, scrambled eggs, toast.
 Dinner: Split pea soup, corned beef, potatoes, vegetable, apple pie.
 Supper: Cold meat, creamed potatoes, stewed prunes.

Thursday

- Breakfast: Cereal, milk, fruit, mutton chops, toast, coffee.
 Dinner: Roast beef, vegetable, potatoes, cottage pudding (sauce).
 Supper: Cold meat, potato salad.

Friday

Breakfast: Cereal, milk, fried eggs, fried potatoes, toast.
Dinner: Baked fresh fish, tomato sauce, vegetable, bread,
tapioca pudding.
Supper: Creamed canned salmon, cold meat, doughnuts.

Saturday

Breakfast: Cereal, milk, fruit, bread, butter, tea.
Dinner: Green pea soup, roast mutton, gravy, potatoes, vegetable, fruit pudding.
Supper: Creamed beef, boiled potatoes.

Sunday

Breakfast: Cereal, milk, ham and eggs, toast.
Dinner: Roast beef, potatoes, vegetable, bread, ice cream.
Supper: Cold meat, baked potato, plain cake.

Bread, butter and sugar to be served with each meal, coffee for breakfast and dinner. Tea for supper.

Forty cents per day.

A POSSIBLE REDISTRIBUTION OF THE POPULATION OF CERTAIN STATE CORRECTIONAL INSTITUTIONS

THESE are at present four State prisons: Sing Sing, Auburn, Clinton and Great Meadow. There are two State reformatories for males: Elmira and Napanoch. These institutions receive felons. While there is restriction by age (16 to 30) and by offense (no previous conviction for felony) in the case of the two reformatories, there is no such restriction as to age or previous conviction in the case of inmates sentenced to the State prisons.

There is, among the State prisons, no systematic classification of inmates. There are first-timers, and others, at each of the prisons. Those seriously ill with tuberculosis are sent to the special hospital at Clinton Prison, but in general there is not even an approximate classification of inmates according to their special needs, or according to the special functioning of the individual prisons.

Nevertheless, the classification of inmates of the State prisons, according to their physical, mental and industrial capacities, is increasingly recognized as necessary. The proposed establishment of a receiving and distributing station at Sing Sing prison emphasizes the State's recognition of such necessity. And moreover, proper provision for defective delinquents, who require permanent or semi-permanent custodial care, has been urged for many years. The treatment of the mentally defective delinquent is a constant and very troublesome problem in all correctional institutions.

Important reasons for the proper classification of inmates of the State prisons and reformatories are, among others, the following:

1. Classification is important, for the sake of making possible an adequate treatment of each particular group of inmates. But such treatment is impossible when the members of different groups are indiscriminately housed.
2. The administration of any given institution is seriously affected by the undifferentiated nature of the groups with which the

institution is forced to deal. It is generally maintained that proper classification of inmates, and their consequent segregation in definite groups or institutions, would be a most important aid in creating what Dr. G. G. Fernald of the Massachusetts State Reformatory calls "better intramural adjustment and teaching."

3. The conviction is widespread that custodial care is the only feasible solution for the group known as the defective or feeble-minded delinquent. Their presence in correctional institutions and in the community creates complicated problems. From the above conviction has developed a widespread movement for securing such custodial care. In campaigns for this end, studies are necessary in order to demonstrate the problem in correctional institutions, arising through the presence of the defective delinquent, by showing their number and their particular nature.

For this purpose, their segregation from the general correctional population and their consequent concentration in a special institution is regarded as necessary, as the next step toward the ultimate attainment of special institutions for this class. The advantages of such segregation are indicated by Dr. Fernald as follows:

"Such classification will furnish . . . a broader basis of judgment in the study of imminent administrative problems by boards of control, by legislators and institution builders There are certain classes of mental deviates and deficient of limited responsibility who should not be sentenced with fully responsible offenders; but who should be committed to a specially adapted institution, as are the insane and the feeble-minded."

The lines of classification which we, in the present study of the correctional population, have adopted are based on the general principle of creating relatively homogeneous groups, within which individual treatment would be facilitated, and which would differ in general treatment from the other groups as might be necessary. The following groups or classes are distinguished:

1. Feeble-minded.
2. Psychotics.
3. Perverts.
4. Tubercular.
5. Cardiacs.

The above constitute the principal divisions that should be first of all considered, before possible subsequent divisions are made.

1. *Feeble-minded.* The feeble-minded in institutions for delinquents have been estimated from as low as 20 per cent. to as high as 60 per cent. Dr. Hastings H. Hart quotes the following figures:

	Feeble-minded
Mass. State Industrial School for Girls	28%
New York State Reformatory Elmira (male)	37%
New Jersey State Reformatory, Rahway (male)	33%
New York State Reformatory for Women, Bedford	37%
Massachusetts Industrial School for Girls, Lancaster	50%
Maryland Industrial School for Girls, Baltimore	60%
New Jersey State Home for Girls, Trenton	33%
Illinois State School for Boys, St. Charles	20%

Dr. G. G. Fernald's latest figures (for 1914) show, out of a total of 1107 inmates at the Massachusetts State Reformatory, 235, or 21.22 per cent., mentally deficient. Of these, only 80, or somewhat over 7 per cent. are of the necessarily segregable type.

Dr. Frank L. Heacox, physician of the Auburn State Prison, finds, in a thorough study of 200 consecutive cases at that prison, 13 per cent. segregable feeble-minded only. Let us take an average of the percentages of such cases as given by Drs. Fernald and Heacox, or 10 per cent.

The remainder of the feeble-minded should be left in the general prison population. Our segregable feeble-minded are described by Dr. Fernald as

"incapable of honest self-support without surveillance. They sink into indigence, vagrancy, or dishonesty if left to their own devices. Their responsibility is attenuated, and they cannot be expected to measure up to the ordinary standards of morality or productiveness * * *. The presence of this group in any institution is a distinct retardation of the normal and subnormal groups * * *"

2. *Psychotics.* No definite data sufficiently reliable are available for the State prisons of New York. The psychotics differ from the feeble-minded, in that their mentality is normal, but that they are subject to mental aberrations and hysteria that make them an exceptionally difficult institutional problem, and unreliable in contact with normal individuals.

At the time of the present study (November, 1916) there were stated to be at Auburn Prison some 20 to 25 inmates designated as psychotic or psychopathic. In the other prisons no figures were

available. Dr. Fernald's figures show approximately two per cent. We feel justified in accepting Dr. Fernald's figures for application to the State prison population under examination.

3. *Perverts.* Sex perversion in penal institutions consists almost entirely of homosexuality, with incidental perversions of other nature. Perversion in penal institutions is practiced by two kinds of inmates: Those that were pervers before imprisonment, and those that became so wholly or in part after incarceration and through contact with confirmed pervers. In segregating this group, we assume that by weeding out such confirmed pervers and making contact impossible between them and the uncontaminated, control of this institutional problem would be largely obtained.

No definite figures for the State prisons were available. Our percentages are based on the percentages of convictions for sodomy. Such convictions are indicative of a minimum rather than maximum. They constitute 1.56 per cent. of the convictions in State-prisons. We adopt the same figures in the following study. Although they are somewhat higher than Dr. Fernald's (about 1 per cent.), they are justified by the different nature and higher average age of the inmates considered.

4. *Tubercular.* Reliable figures were obtained for Clinton Prison and Auburn Prison only; but inasmuch as Clinton Prison already receives most of the tubercular prisoners, a percentage based on Clinton would be altogether too high. It amounted, in fact, in Auburn for the beginning of the fiscal year 1916, to 4.82 per cent. recognized cases, and in Clinton Prison, October 31, 1916 it was about 28 per cent. Estimates at different times have been from 8 to 12 per cent. A special examination at Sing Sing of 294 prisoners by physicians of the State Board of Health, as part of a general sanitary survey undertaken by the Board, showed positive results in 29, or almost 10 per cent. of the cases. Inmates were chosen for this examination at random, so that we feel justified in adopting 10 per cent. as the percentage of the tubercular for the State prisons in general.

5. *Cardiacs.* At Clinton Prison, the number of cardiacs on the date of the present study, October 31, 1916, was given as 276, or 21 per cent. This again is too high, because it has been customary to transfer cardiacs to Clinton in the same way that tubercular patients are transferred (a practice seriously disapproved of, in the case of cardiacs, by the resident physician, Dr. Ransom,

at Clinton Prison). About 50 per cent. of the above were considered also tubercular. A special examination by the State Health officers at Sing Sing, as part of the survey referred to above, disclosed out of 298 cases 16 cardiacs, or 5.44 per cent.; an allowance for duplication with the tubercular will reduce the 5.44 to 3 per cent. We assume the latter as the percentage of cardiacs for the general population.

In view of the reasons set forth above we are making a number of alternative proposals:

I. FOR THE REDISTRIBUTION OF THE MALE POPULATION WITHIN THE STATE PRISON DEPARTMENT. FEASIBLE WITHOUT FURTHER LEGISLATION, MERELY BY EXECUTIVE ORDER OF THE STATE SUPERINTENDENT OF PRISONS.

For this redistribution, the actual count made during the present survey was used first, and the average population for 1915 was given for purposes of comparison, because the present census is unusually low, while the 1915 census represents the highwater mark.

II. A SECOND ALTERNATIVE PLAN WOULD INCLUDE IN THE REDISTRIBUTION, IN ADDITION TO THE STATE PRISON DEPARTMENT, ALSO THE NEW YORK STATE REFORMATORY AT ELMIRA AND ITS BRANCH, THE EASTERN NEW YORK REFORMATORY AT NAPANOCH.

For this plan also, both 1916 and 1915 figures were used, for the same reason. To bring about the execution of this second plan, some legislative changes would be necessary, namely, that the institution at Napanoch be used for the segregation of the defective delinquents, and that the New York State Reformatory transfer all its defective delinquents, its tubercular and its pervers to the specially designated institutions.

III. THE THIRD PLAN WOULD INCLUDE IN THE REDISTRIBUTION NOT ONLY THE STATE PRISON DEPARTMENT AND THE NEW YORK STATE REFORMATORY, BUT ALSO ALL MISDEMEANANTS BETWEEN 18 AND 30 YEARS OF AGE SERVING IN THE FOUR COUNTY PENITENTIARIES, NAMELY, ALBANY, MONROE, ERIE AND ONONDAGA.

It would be necessary, for the execution of this plan, to obtain legislation in addition to that outlined above, authorizing the

commitment of such misdemeanants between 18 and 30 to Elmira Reformatory.

No detailed plans have been proposed for the women prisoners of the State, that is, those in Auburn, Valatie and the reformatories at Bedford, Albion and Hudson. Partial plans are already begun for the disposition of Auburn and Valatie, but the inclusion of the reformatories in a comprehensive plan similar to that submitted for the male population has been postponed until the material necessary for such plan has been obtained by the cooperation of the State Board of Charities. This cooperation has been promised, but as yet there has not been sufficient time to submit the necessary material.

At present a tentative plan is under consideration to establish a department or division for mentally defective women at Valatie, in addition to its present functions; to build housing accommodations for some two hundred of them at a distant part of the farm, and to ask for legislation allowing the transfer to such department of feebleminded women from all penal and reformatory institutions, public and private, State, county and city.

PLAN I.

POSSIBLE REDISTRIBUTION OF INMATES OF THE STATE PRISONS ONLY, NOT INCLUDING THE POPULATION OF REFORMATORIES, OR MALE MISDEMEANANTS IN OTHER INSTITUTIONS. FOR THIS DISTRIBUTION THE FOLLOWING FACILITIES FOR HOUSING IN THE FOUR STATE PRISONS FOR MALES ARE AVAILABLE:

<i>Auburn</i>	Cells
Total cell capacity.....	1241
Solitary cells.....	24
Punishment cells.....	23
Dormitory capacity.....	32
Hospital.....	
Divided as follows:	
North hall.....	650
"Cross-arm section".....	170
South hall.....	410
Extra cells above the fifth tier, south hall.....	11

Dormitory is located on the top of the north hall.

POSSIBLE REDISTRIBUTION OF THE POPULATION

123

<i>Clinton</i>	Cells
Total cell capacity.....	1160
Solitary cells.....	24
Hospital.....	
Divided as follows:	
East hall.....	504
West hall.....	424
South hall.....	232

The new hospital pavilion when completed, will take the place of the present tuberculosis quarters, and will accommodate 350 patients instead of the present facilities which accommodate only 146.

<i>Great Meadow</i>	Cells
Total cell capacity.....	1184
North hall.....	600
South hall.....	584

<i>Sing Sing</i>	Cells
Total cell capacity.....	1200
Punishment cells.....	8
Dormitory which will accommodate approximately.....	230
Condemned cells and hospital.....	

5,126

A. Distribution on the Basis of 1916 Count.

The figures considered under this heading relate to those whose record cards were examined on the visits to the various institutions on the following dates:

Auburn, October 27, 1916, records counted.....	1218,	census	1263
Clinton, October 31, 1916, records counted.....	1308,	census	1308
Great Meadow, November 2, 1916, records counted.....	847,	census	849
Sing Sing, November 15, 1916, records counted.....	1431,	census	1436
Total.....	4804		4856

Note.—Discrepancies between number counted and actual census were due to clerical difficulties.

By application of the percentages presented in the introduction, the total of 4804 inmates counted is apportioned to the various groups as follows:

a. Feebleminded	480
b. Tubercular	480
c. Perverts	96
d. Psychotics	72
e. Cardiacs	144
	1,272

The following disposition of the above might be made:

Group	No.	Assignment	
		Location	Capacity
a. Feebleminded	480	Great Meadow, south hall.	584
b. Tubercular	480	Clinton, new building . . .	350
		Clinton, 2nd and 3rd tiers, east hall, south.	168
c. Perverts	96	Clinton, 2nd and 3rd tiers, west hall, north.	106
d. Psychotic	72	Clinton, 1st and half of 2nd tier, west hall, south	80
e. Cardiacs	144	Sing Sing, 2nd and half of 3rd tier, west.	150
	1,272		1,438

This leaves 2532 inmates to be distributed among four prisons with remaining facilities, as follows:

- 600 cells in north hall, Great Meadow.
- 335 cells in east hall, Clinton.
- 318 cells in west hall, Clinton.
- 152 cells in south hall, Clinton.
- 1,050 cells in Sing Sing.
- 1,241 cells at Auburn.

Total 3,697 in addition to hospitals and dormitories.

The 480 feebleminded are assigned to Great Meadow chiefly because of the unlimited amount of outdoor work requiring unskilled labor, which is particularly favorable for this type of inmate. Also, they can be housed and handled separately because of the two distinctly separate cell halls of the prison.

The tubercular prisoners are assigned to Clinton because of the advantages of the climate, altitude and hospital facilities. The resident staff of physicians is particularly qualified, after long experience, to treat tubercular cases. The new pavilion nearing completion will provide splendid and up-to-date facilities for housing and caring for tubercular inmates.

The pervers are assigned to Clinton because they usually require a rigid form of discipline and close supervision. It is likely that a more rigid form of discipline will prevail at this prison than at any of the others.

Psychotics are assigned to Clinton because they usually prove a disturbing element in the population and require close medical supervision.

The cardiacs are assigned to Sing Sing because of the favorable altitude at Ossining. The lower tiers are assigned to them so as to reduce to a minimum the expenditure of their physical energy in climbing stairways. These cases require the best medical care which is most easily obtainable at Sing Sing, due to its proximity to New York City.

B. On the basis of average population for the fiscal year ending September 30, 1915 as given in the annual report of the State Prison Commission. The numbers in the groups on this basis are as follows:

a. Feebleminded	520
b. Tubercular	520
c. Pervert	104
d. Psychotics	78
e. Cardiacs	156
	1,378

To be distributed as follows:

Group	No	Assignment	
		Location	Capacity
a. Feebleminded	520	Great Meadow, south hall.	584
b. Tubercular	520	Clinton Prison, new build- ing	350
		Clinton Prison, 2nd and 3rd tier east hall, south.	168
c. Perverts	104	Clinton Prison, 2nd and 3rd tier, west hall, north	106

Group	No.	Assignment		Capacity
		Location		
d. Psychotics	78	Clinton Prison, 1st tier and half of 2nd tier, west hall, south.		80
e. Cardiacs	156	Sing Sing, 2nd tier, and half of 3rd tier, west.		150
	1,378			1,438

This leaves 3826 inmates to be distributed among the four prisons with remaining facilities, as follows:

600 cells in north hall, Great Meadow.
336 cells in east hall, Clinton.
318 cells in west hall, Clinton.
152 cells in south hall, Clinton.
1,000 cells in Sing Sing.
1,241 cells at Auburn.

Total 3,647 cells in addition to hospitals and dormitories.

On this basis there will be a shortage of cells to the extent of 129 cells, so that it would be necessary either to double-up or to use the dormitory at Sing Sing or the halls at other prisons, unless camps or farms should be in operation.

Such a redistribution, on the basis either of the 1915 or of the 1916 figures, can be accomplished at any time through executive orders of the State Superintendent of Prisons. No legislation is necessary for the purpose. The medical force now available at each of the prisons is sufficient to make a fairly reliable examination of inmates admitted at the various prisons, to ascertain the group to which the prisoner belongs. The above distribution seems feasible in every respect. If Sing Sing is designated as a receiving station, the system for such examination and disposition can be best perfected. Out of the total number of annual new commitments to the State Prisons, fully 70 per cent. are first admitted at Sing Sing, so that the possible duplication of transportation expense could be considered in 30 per cent. of the cases only, assuming that normal transfers now taking place from Sing Sing to the other prisons and between the other prisons would remain about the same (although the chances are that the latter would be considerably reduced by the use of Sing Sing Prison as a distributing station). The designation of Sing Sing Prison as

the receiving and distributing prison is practically within the power of the State Superintendent of Prisons now. It may be advisable to seek legislation for this purpose. Such legislation is herewith recommended and will be considered again below.

PLAN II.

POSSIBLE REDISTRIBUTION OF THE POPULATION OF THE STATE PRISONS FOR MALE INMATES AND OF THE STATE REFORMATORIES FOR MALES, UTILIZING THE STATE PRISONS AND ELMIRA AND NAPANOCH REFORMATORIES.

This plan seems the one considered most advisable at the present time, and requires both administrative and legislative action. There would be added to the facilities above described as now obtaining in the State Prison Department, also the following:

Elmira, total cell capacity	1440	and hospital.
Napanoch, total cell capacity	496	and hospital.

Both Elmira and Napanoch lend themselves to physical possibilities of segregation, by minor physical and structural changes.

For this plan legislation is required as follows:

- Making the plant and site at Napanoch available for the care of feeble-minded of both State Prisons and Reformatories.
- Accomplishing the transfer of all feeble-minded, tubercular and pervert inmates from the Reformatory.

The diminution in housing capacity of the Reformatories, by the changed use of Napanoch, would be counter-balanced by the removal from the Reformatory of the feeble-minded, tubercular and pervers.

A. Distribution on the Basis of 1916 Figures

(For the State Prisons figures have been quoted above. For

Elmira and Napanoch the following figures are used:)

Census: At Elmira, on inspection of Elmira, August 9,	
1916	880
At Napanoch, inspection July 20, 1916.	287
Total	1,167
State prisons, 1916 count	4,804
Grand Total	5,971

The apportionment of the combined population in the various groups is as follows:

a. Feeble-minded	597
b. Tubercular	597
c. Pervert	119
d. Psychotic	90
e. Cardiac	179
Total	1,582

Only the feeble-minded, tubercular and perverts are jointly disposed of. The other groups are to be taken care of by the State Prisons and the Reformatories respectively.

Group	No.	Location	Assignment	Capacity
a. Feeble-minded	597	Napanoch, entire		496
		Clinton, south hall, west...		116
b. Tubercular	597	Clinton, new building....		350
		Clinton, east hall, south, 3 tiers		252
c. Pervert	119	Clinton, 3 tiers, west hall, north		159
d. Psychotic				
State Prison	72	Clinton, south hall, east..		116
d. Psychotic				
Reformatory	18	Elmira		18
e. Cardiac				
State Prison	144	Sing Sing, 2nd and 3rd tiers, west		200
e. Cardiac				
Reformatory	35	Elmira		35
Total	1,582			1,742

There remain, therefore, 4,389 inmates to be distributed, of whom 3,532 are from the State Prisons and 857 from the Reformatory. Facilities for them would be available as follows:

- 1,184 cells in Great Meadow.
- 252 cells in east hall, Clinton.
- 212 cells in west hall, Clinton.

1,241 cells in Auburn.
1,000 cells in Sing Sing.

Total 3,889 in addition to hospitals, dormitories, etc.
Also 1,130 cells in Elmira.

Grand Total 5,019

This surplus cell capacity is temporarily reduced by the fact that the new tuberculosis pavilion at Clinton is not yet available, and may not be until the summer of 1917. This means a reduction of the capacity by less than 200.

In assigning groups within the Reformatory, for which purpose the Elmira institution is to be used, we have made no recommendations as to the specific parts of the institution to be used for the various groups. This is a detail which can be taken care of by the administrative authorities at Elmira.

B. On the basis of the average population for the fiscal year ending September 30, 1915 as given by the State Prison Commission, for the State Prisons and Reformatories, the apportionment to the various groups on this basis is as follows:

a. Feeble-minded	699
b. Tubercular	699
c. Pervert	140
d. Psychotic	105
e. Cardiac	210
Total	1,853

Again, only the feeble-minded, tubercular and perverts are provided for jointly. The others are to be left to the State prisons and to the Reformatory respectively, as per the following proposed distribution:

Group	No.	Location	Assignment	Capacity
a. Feeble-minded	699	Napanoch, entire		496
		Clinton, south hall, entire.		232
b. Tubercular	699	Clinton, new building....		350
		Clinton, additional new building of the same nature proposed		350

Group	No.	Assignment	
		Location	Capacity
c. Pervert	140	Clinton, three tiers in west hall, north	159
d. Psychotic State Prison	78	Clinton, 1st tier and half of 2nd tier, west hall, south	80
d. Psychotic Reformatory	27	Elmira	27
e. Cardiacs State Prisons	156	Sing Sing, 2nd tier and half of 3rd tier, west	150
e. Cardiacs Reformatory	54	Elmira	54
	<u>1,853</u>		<u>1,898</u>

There remain on this plan 5,137 prisoners to be disposed of, of whom 3,826 are from the State prisons and 1,311 from the reformatories. Available facilities have the following capacities:

1,184 cells in Great Meadow.
185 cells in west hall, Clinton.
504 cells in east hall, Clinton.
1,241 cells at Auburn.
1,050 cells at Sing Sing.

Total 4,164
1,359 cells in reformatories.

Grand Total 5,523

This grand total is 386 above the requirements, but the plan assumes two tuberculosis pavilions at Clinton, of which only one will be available at the time this would go into effect, viz., the beginning of the summer. (The plan upon which this proposal is based could be made effective by proper legislation the beginning of the next fiscal year, July 1, 1917.) But on the other hand, road work and construction camps, especially for the buildings at Sing Sing and possibly preparatory construction work for the new prison will take off the surplus and will make adjustments possible.

PLAN III.

THE THIRD AND FINAL PLAN WOULD PROVIDE TEMPORARILY FOR A MORE REASONABLE TREATMENT OF MALE MISDEMEANANTS OF REFORMATORY AGE OUTSIDE OF NEW YORK CITY, AND COMBINE THE WHOLE MATTER OF THEIR DISPOSITION WITH THE PLANS WORKED OUT ABOVE FOR THE STATE PRISONS AND REFORMATORIES.

This plan provides for male misdemeanants of reformatory age now held in county penitentiaries only, and does not consider the county jails. It is assumed in general that persons sentenced to 60 days or more are in most cases transferred from the county jails to the county penitentiaries. Albany, Onondaga, Monroe and Erie County penitentiaries are dealt with. The New York County Penitentiary being part of the Department of Correction, New York City, may be omitted because New York City has a Reformatory for its male misdemeanants.

The average daily male population in the four county penitentiaries referred to for the fiscal year 1915 was 1,868. During the same fiscal year the percentage of admissions between 18 and 30 years of age was about 45 per cent. Applying approximately the same percentage to the average population of the four penitentiaries for 1915, about half of 1,868, or about 900 may be assumed as the number of male misdemeanants of reformatory age to be disposed of.

It is proposed herewith that such male misdemeanants be henceforth directly sentenced to Elmira. The legislation necessary in connection with this plan would therefore provide:

That male misdemeanants between the ages of 18 and 30 be henceforth sentenced not to county penitentiaries but to the New York State Reformatory on indeterminate sentences with a suggested maximum of three years.

It is assumed in the following plan that the proper legislation for the combination of the State Reformatory problem with that of the State Prison problem as herein dealt with, is also to be provided.

Estimates for 1916 are not made, as no records are as yet at hand as to the population of all penal institutions for the fiscal year ending June 30, 1916.

On the basis of daily average populations for 1915:

Average State Prison population.....	5,204
Average Reformatory population.....	1,784
Estimated average of misdemeanants in county penitentiaries, 1915 (between 18 and 30 years).....	900
	7,888

Apportioned to the various groups as follows:

a. Feeble-minded	789
b. Tubercular	789
c. Pervert	158
d. Psychotic	118
e. Cardiac	237
	3,091

To be distributed as follows (total feeble-minded, tubercular and pervert to be combined, others to be taken care of by the State prisons and reformatories respectively: Elmira Reformatory to care for misdemeanants):

Group	No.	Assignment	
		Location	Capacity
a. Feeble-minded	789	Napanoch, Entire	496
		Temporary structure at Napanoch	292
b. Tubercular	789	Clinton, new building....	350
		Clinton, additional building to be constructed, partly temporary	439
c. Pervert	158	Clinton, 3 tiers of west hall, north	159
d. Psychotic	78	Clinton Prison, south hall, east	116
d. Psychotic	41	Elmira	41
e. Cardiacs	156	Sing Sing, 2nd tier and half of 3rd tier, west..	150
e. Cardiacs	81	Elmira	81
	2,092		2,124

Five thousand seven hundred and ninety-six prisoners remain for distribution, of whom 3,826 are from State prisons and 1,970 from the reformatories, including the new type of reformatory inmates, viz., misdemeanants previously sent to the county penitentiaries. For these there will be available

1,184 cells at Great Meadow.
885 cells at Clinton.
1,241 cells at Auburn.
1,050 cells at Sing Sing.

Total	4,360
	1,318

cells in the reformatories, making a grand

Total of 5,694

The apparent surplus of State prison capacity to the extent of 550 cells is reduced by the necessity of putting up another tuberculosis pavilion and additional temporary buildings for the tubercular to care for 439 inmates in addition to the 350 provided for in the present pavilion.

A possible excess reformatory population of 652 is very unlikely inasmuch as it assumes both a return to the number of commitments in 1915 and the immediate attainment of a maximum at Elmira of both felons and misdemeanants. By transfer to the Prison Department in accordance with plans included in the general program submitted, this number will be considerably reduced, most of them being housed on construction work or farm work to be developed in the prison department.

It goes without saying that a plan which provides for an additional type of commitments, must tax the housing capacity that has shown itself unequal even to the normal requirements in the past. It is therefore not discouraging to find the excess population here shown. In fact, the granting of an entirely new State prison is based on the assumption that the housing capacity is insufficient.

TO CARRY OUT ALL OF THE ABOVE PLANS, LEGISLATION WOULD BE REQUIRED AS FOLLOWS:

1. A law designating Sing Sing Prison as the receiving and distributing prison for the whole Prison Department.
2. A law designating Napanoch as the institution for feeble-minded delinquents from State prisons and the State reformatory,

under control of the Board of Managers of New York State Reformatory.

3. A law making it possible to retain such feeble-minded delinquents after the expiration of their term on the same basis on which the insane are now retained at Matteawah and Dannemora. This law would have to follow No. 2, and should be passed simultaneously with appropriations for the establishment of sufficient facilities to take care of the permanent group.

4. A law establishing a working system of transfers between the State prisons and the State reformatories, especially in respect to the institution for feeble-minded and to the care of the tubercular and the perverts.

5. A law making permissive the sentence of male misdemeanants between 18 and 30 years to the New York State Reformatory instead of to the county penitentiaries.

6. A law providing for the joint treatment of all feeble-minded delinquents, tubercular and perverts, whether originally admitted at the State prisons or reformatories.

7. Appropriations for transportation of inmates from institution to institution, in accordance with the plans above outlined.

8. Appropriations to be made for the construction at Clinton of an additional tuberculosis hospital pavilion similar to the one nearing completion at present.

Women Prisoners: The total number of prisoners in the State Prison department housed at the State Prison at Auburn and at the State Farm for Women at Valatie at the time of the present study, was 191. This number is a fair average. An examination into the records of the women at Auburn Prison was made and data collected regarding their mental and physical status, from Dr. Frank L. Heacox, physician at Auburn State Prison. The number of women does not justify an elaborate system of distribution. Such a system is deemed necessary, but can be undertaken only as part of a larger system, including at least the State reformatories at Bedford and Albion and possibly, also, the New York Training School at Hudson and the women prisoners in counties and in New York City. The elaboration of such a system requires the active cooperation of the State Board of Charities. Therefore, a statement of any detailed plans is postponed until the matter may be fully taken up with the Board.

Short of a solution of the problem of the women prisoners in the State as a whole, we do think it advisable under all circum-

stances: First, to remove the Auburn Prison for Women from its present quarters. Secondly, to provide additional buildings at the Prison Farm at Valatie, and make such modifications that would insure safe-keeping of the inmates. Thirdly, to facilitate or establish the possibility of transfers when necessary between Valatie and Auburn, and between the two and the reformatories for women. Fourthly, the possible establishment of a division for feeble-minded at Valatie.

DEPARTMENT OF CORRECTION AND PAROLE COMMISSION OF THE CITY OF NEW YORK.

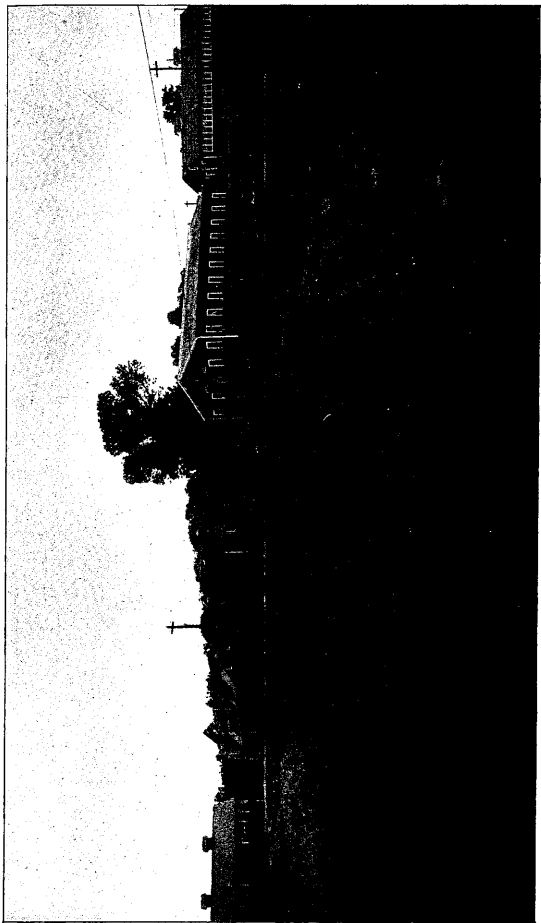
THE work of the Department of Correction during the past year has entitled the City of New York to a place among the foremost of those communities that have conceived of the problem of correction in the light of the latest achievements of criminology and of penal administration. Had the improvements of the year been merely steps towards greater efficiency in the administration as such, the department might still be entitled to credit for that. However, the real progress of the year consists in having made the beginnings of the application of truly modern principles of correction (along with the accepted principles of efficient administration) to the complicated problem of both caring for a large number of inmates and of concentrating the activities of the institutions upon the problems of the rehabilitation of the prisoner.

There have been some setbacks and a few matters in which adverse criticism is necessary. They are, however, slight compared with the important items of progress.

With the beginning of the year 1916, the Parole Commission for the City of New York, established by the Legislature and put into effect by the Mayor of the City of New York, began its activities. From that time on, it has been impossible to think of the Department of Correction, so far as its dealing with the prisoners is concerned, without taking account throughout of the importance of the Commission. Practically all the inmates of the Penitentiary and of the Reformatory, and also a considerable number at the Workhouse, are subject to the jurisdiction of the Parole Commission. Up to November 29, 1916, these numbered 3,333, of whom there were:

	Men	Women
Reformatory inmates	832	
Penitentiary inmates	1,763	38
Workhouse inmates	700	

It is not, however, the actual number subject to the jurisdiction of the Parole Commission that is alone important; nor the fact alone that through the work of the Commission and its staff of



New Hampton Farms. Temporary Buildings

parole officers, it is possible to make an individual study of all persons received in the department and to deal with them, so far as possible, in accordance with the results of such investigations. The natural advantages of an indeterminate sentence include the possibility of the development of rational and progressive standards of treatment and of efficient systems in the industrial activities of the institutions, and in the academic and trade education afforded inmates. It is therefore, very difficult to dissociate the general improvements in the Department of Correction from the Parole Commission and the indeterminate sentence, and that other great step, the establishment of a clearing house.

The clearing house serves for the Department of Correction only, but for that Department, with its elaborate system of institutions and the great complexity of types of inmates and institutional activities, it represents possibilities as yet hardly within the imagination of penologists.

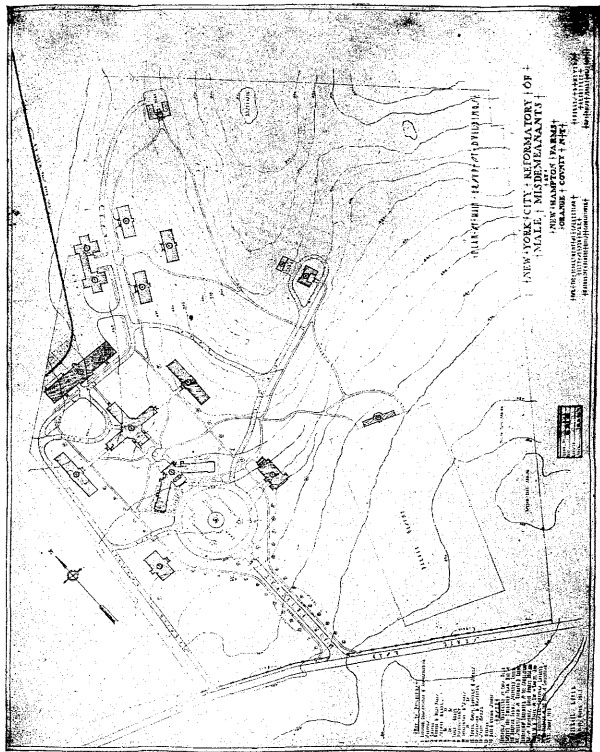
In view of the existence of the Parole Commission and of the indeterminate sentence, of which it is the administrator and of the beginnings of a clearing house, such improvements or plans for improvements as the systematic treatment of drug addicts, the development of a municipal farm, of a farm for women, of an industrial penitentiary on Hart's Island, and of an educational reformatory for the young at New Hampton, assume a new importance and a new meaning.

The intimate relation of these various matters will be discussed more fully below. The problem of drug addiction has impressed itself not only on the public mind as a serious public menace, but also upon penologists as a serious institutional problem. In the Department of Correction this problem has come to be felt distinctly only within the last few years. A drug ward and specialized treatment for addicts were introduced in the hospital of the Workhouse during 1915 on the women's side, and a temporary small drug ward on the men's side. While attempts were being made to obtain a larger drug ward for the men, plans were at the same time drawn up for the erection of a separate hospital for drug addicts on Riker's Island. The cost of this hospital was to be provided by private subscription. It has provided, however, too costly to be covered by the original private guarantee, so that the City appropriated a supplementary sum of \$12,000. Work on the construction has not yet been started but is promised for the spring of 1917.

The development of a municipal farm on Riker's Island is based upon the assumption that eventually the Island will cover some 500 acres, most of it cultivable. Already, a good part of the filled-in ground has been graded, the soil sifted and cleaned up of glass, tinware and other rubbish; some of it has actually been under cultivation during the summer of 1916. The housing facilities have been increased so that almost 1,000 men may now be accommodated, and a plan for the ultimate distribution of buildings has been prepared. While there is still some disagreement as to the possibilities of raising all kinds of vegetables, the indications are more clearly than ever that the expectations for an ultimate farm are justified.

A law authorizing the Department of Correction to purchase a tract outside the city limits, for the establishment of a prison farm for women, was passed by the Legislature of 1916, and towards the end of the calendar year of 1916 an appropriation was granted by the Board of Estimate and Apportionment for the purchase of such a farm, and the construction thereupon of suitable buildings. It is a great step towards the proper treatment of women offenders, to have been able to procure such a farm. It is to be seriously regretted, however, that the project of a Detention House and Examining Station for women in connection with the courts, has had to be abandoned in order to make the money appropriated therefor available for the purchase and construction of such a prison farm. The Prison Association has not been in sympathy with the City authorities in turning that money over for other purposes; and while it rejoices in obtaining a farm for the women where they may be housed and treated more reasonably and decently than at the present Workhouse, it nevertheless deplors that step. However, so far as the progress of the Department of Correction is concerned, such a farm certainly is an advantage and will materially contribute to the unification of the departmental treatment of its wards.

Hart's Island has come considerably nearer the intended goal of becoming the industrial prison of the Department of Correction. During the year, several of the industrial shops, particularly the shoe shop, tailoring and one of the brush shops, were moved from the Penitentiary on Blackwell's Island to Hart's Island. In the latter place, practically all of building No. 5 has been turned over for the use of the industrial department.



New Hampton Farms. Layout of Buildings.

For the development and completion of New Hampton Farms (the City Reformatory for misdemeanants), very generous appropriations were made towards the end of the calendar year of 1916. There were granted \$800,000 on corporate stock, and the development of that institution is daily progressing.

For the partial and temporary improvement of the conditions which necessitated the campaign for the House of Detention on 30th street, an appropriation of \$30,000 was made for the reconstruction of the Jefferson Market District Prison. The amount is to be raised by corporate stock and the construction is to be undertaken during the year 1917.

A similar appropriation of \$32,000 for the remodeling of the Industrial Building of the Penitentiary on Blackwell's Island, will make possible the organization at that institution of a psychological and psychiatric laboratory that will supply one of the chief instrumentalities for the clearing house to be established there.

After this brief recital of the principal changes and improvements begun during the year, the importance and the relation to all of them of the work of the Parole Commission, and of the establishment of a clearing house, will become clear. The examination and clinical work as an adjunct to the court, for the purpose of facilitating the work of the court in the disposition of offenders remains, of course, as yet untouched. The House of Detention for women which was to solve that problem at least in part, has been indefinitely postponed; but once the man or woman has been sentenced to any institution of the Department of Correction (other than a City Prison and for a very limited time), the correctional organization of the Department begins to work. It is true that not all sentences are as yet for an indeterminate period. Those prisoners transferred from counties outside of New York City, and a majority of those sentenced to the Workhouse, are still sent for a definite period generally not exceeding six months. But these are gradually becoming less numerous and less important. All those committed to the Penitentiary or the Reformatory are sent directly to the Penitentiary on Blackwell's Island, there to undergo the preliminary examination which is to supply material both for the Parole Commission and for the institutional authorities. The general system (worked out principally by the Commissioner of Accounts with the cooperation of the Prison Association in the latter part of the year 1915) pro-

vides for an examination at the time of such admission, of all inmates by at least the following:

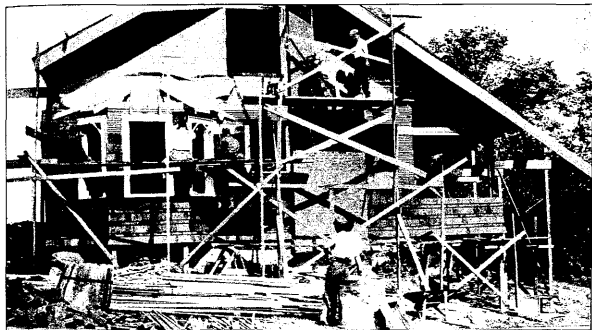
1. The physician.
2. The school teacher.
3. The industrial department.
4. The Parole Commissioner.
5. A parole officer or other representative of the Parole Commission.

The results of these examinations are combined and one copy made available for the Warden of the institution and another for the Parole Commission. Had it not been for the organization of a parole body and the necessity of obtaining such information for them, this material, greatly needed by the institutional authorities, would probably not have been obtained for many years. This is the first instance, therefore, of the far-reaching effects upon institutional treatment of the organization of the parole work.

After this point, the parole authorities and the institutional authorities proceed independently. The parole authorities make their general decision as to the further period of time that the inmate should remain in the institution, while the institutional authorities may proceed, especially with the aid of information obtained by the special examinations, to make the best disposition of the inmate in the institutions. The ideal system intended is, that assignment of the inmate shall be made principally on the basis of the findings of these examinations. For the present this is not done: first, because the psychological and psychiatric clinic has not yet been organized; secondly, because the clearing house, as such, has not yet been fully organized; that is to say, the principles of distribution within the department have not been fully worked out. What such a clearing house should be and how it shall utilize information at its disposal for the best interests of the Department as well as of the inmates, has been tentatively outlined in a memorandum to the Department by the Prison Association.

Probably the year 1917 will see the crystallization of these general plans and intentions into the beginnings of a definite working system.

The establishment of the Parole Commission for the City of New York is a step of such importance in the progressive develop-



Cottage Construction, New Hampton Farms.



Finished Cottage, New Hampton Farms.

ment of the treatment of the offender sent to an institution, that it will be well for the whole country to follow closely the developments in the work of that Commission. It is hoped that that work will not be interrupted. Attempts have been made last year and again this year, to hamper the work of the Commission or even to abolish it entirely. It is hardly likely, however, that such a backward step will ever be taken. For general information, we are reproducing herewith some of the rules formulated thus far by the Parole Commission, and some of the methods tentatively adopted for carrying out their duties:

Rule 14. On the first Wednesday of each month the Commission will consider the fixing of the minimum time for parole consideration and action on paroles for the Penitentiary. One week previous to this meeting, the Warden of the Penitentiary shall send pre-parole reports to the Secretary of the Commission:

On the second Wednesday of each month the paroles of Reformatory cases will be acted upon. Pre-parole reports shall be forwarded by the Superintendent of the Reformatory to the Secretary of the Commission not later than one week in advance.

On the third Wednesday of each month the good time to be earned by the Workhouse prisoners and the granting of paroles of Workhouse prisoners will be considered. One week previous to this meeting the Warden of the Workhouse shall send the pre-parole reports to the Secretary of the Commission.

On the fourth Wednesday of each month the Commission will act upon the number of marks to be assigned to inmates of the Reformatory, on the earning of which they may be considered for parole.

The Superintendents and Wardens shall be instructed to attend the meetings of the Commission at which the inmates of their respective institutions are to be granted their parole, and the Superintendent of Women shall attend the meetings at which paroles of women serving time in the Workhouse are considered.

Rule 15. Applications for parole will not be considered from any outside source. The initiative must come from within the Parole Commission or the Department of Corrections in all cases.

PREAMBLE

The following rules have been adopted to govern the proceedings of the Parole Commission in determining the eligibility for parole of the inmates committed to the various institutions of the Depart-

ment of Correction. They may be modified from time to time, as the experience of the Commission indicates a more efficient and more equitable method. They have been formulated on a basis of experience and study of the most satisfactory methods now in use in other institutions throughout the country.

TENTATIVE RULES OF PROCEDURE FOR ESTABLISHING THE ELIGIBILITY FOR PAROLE OF INMATES COMMITTED TO THE CITY REFORMATORY, PENITENTIARY AND WORKHOUSE

I.

CITY REFORMATORY

1. As soon as practicable after the admission of each inmate committed to the City Reformatory, the member of the Parole Commission assigned to this institution shall review all the papers in the case, including court reports, investigations of probation or parole officers, original interview blank, medical report, etc., and, where desirable, shall interview the inmate and the Superintendent of the Reformatory at the institution.

As a result of this study he shall recommend at the regular meeting of the Parole Commission following, the minimum number of credit marks which shall be necessary in order that the parole of the individual may be considered by the Commission. . . .

3. The case of each individual who has earned the number of merit marks required for consideration shall come up at a stated meeting of the Parole Commission next preceding the date on which such marks shall have been earned. It shall be within the province of the Commission to demand: First, in addition to the earning of this number of merit marks, the resident physician's certificate stating the condition of health of the inmate; and, second, assurance that work and a suitable home can be provided the inmate upon his release. In every case, regardless of special provisions as outlined above, the Commission reserves the right to act in the manner which in its judgment best safeguards the interests of society and the individual offender.

4. The above rules shall not be interrupted so as to prevent the Commission from giving consideration to any special case which may be brought to its attention by the Superintendent of the institution or by a member of the Commission, upon the presentation of new facts in the case.



Superintendent's Residence, New Hampton Farms.



Foundation of Administration Building, New Hampton Farms.

II.

AT THE PENITENTIARY

1. The member of the Commission assigned to the Penitentiary shall review all the papers in the case of each inmate as soon as practicable after admission, and shall, where desirable, interview the inmate and warden of the institution at the institution, and on the basis of this study shall, at the next meeting of the Commission, recommend to the Commission the minimum period at which his case may come up for consideration for parole.

2. If the Commission as a whole acts favorably upon the fixing of this minimum, the Commission shall then notify the warden of the institution of the minimum time at the expiration of which he may recommend the case to the Commission of Parole for consideration

Those whose minimum is six months or less shall form group 1.

Those whose minimum is between six months and one year shall form group 2.

Those whose minimum is between one year and one year and a half shall form group 3.

Those whose minimum is between one year and a half and two years shall form group 4.

Those whose minimum is between two years and two years and a half shall form group 5.

Those whose minimum is between two years and a half and three years shall form group 6.

The warden shall inform the prisoner of the group to which he belongs but not of the exact or approximate time within this group. This does not, however, do more than provide a time for consideration. At the expiration of the minimum term decided upon by the Commission, the warden shall present the prisoner's name to the Commission together with a report as to his physical health, his industrial efficiency and his conduct within the institution, for the purpose of determining whether parole may be granted at the expiration of this minimum period, or whether the physical or behavior elements in the case warrant a longer detention.

3. Rule 2 shall not prevent a special consideration of a case either upon the recommendation of the warden or a member of the Commission or upon the appeal of the inmate himself to the member of the Commission designated to a particular institution. In the latter case, however, before presenting the application of the inmate to the full board, the Commissioner shall have an interview with

the warden and shall be convinced that the merits of the case make it desirable to have it taken up in full board, but no prisoner shall be placed on parole under such circumstances without the affirmative vote of three members of the Commission.

III

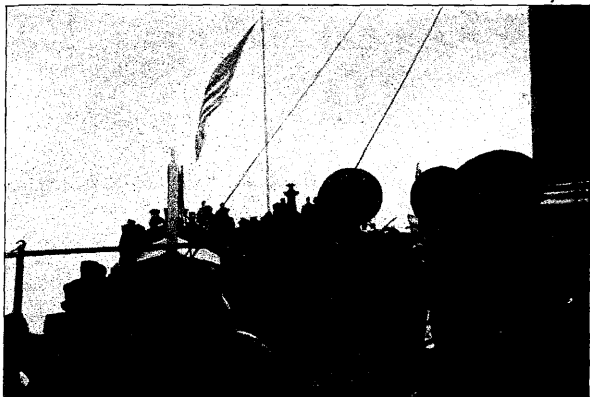
AT THE WORKHOUSE

1. As soon as possible after the records of the cases are assembled, the Commissioner assigned to the Workhouse shall review the evidence in the case and shall interview the inmate, if desirable, and the warden or superintendent of women, and shall determine the maximum time which may be earned by the individual by good conduct, and this recommendation shall be made at the next meeting of the Commission of Parole, who shall act upon it and shall transmit its findings to the warden of the institution.

2. The Commission, in all Workhouse cases, shall receive a certificate from the resident physician to the effect that the prisoner has, first, no disease which could be cured by longer confinement; or, second, that he has an incurable disease which longer confinement could not hope to improve; third, evidence that a home, and, if possible, work is immediately to be had for the prisoner upon release.

3. The above rules do not prevent a special case being brought before the attention of the Commission as provided for in section three of the Penitentiary rules.

One of the most interesting and promising parts of the system introduced by the Parole Commission is the combination of marking system with the individualized judgment system, and the organization of the industrial activities of inmates of the department in such a manner as to make them an accessory to such a system. There are, at present, two general methods in vogue in institutions having inmates on indeterminate sentences. The inmates are either released after the completion of a routine requirement of gaining marks or credits, or else they are paroled or discharged when, in the judgment of the proper authorities, they are deemed to be fit for life outside. The former has been severely and constantly criticised as being too automatic and not making it possible to use the best judgment of authorities, especially if available information as to the mental, medical and industrial status of the inmate is available. The objection to the second method has been that it offers no incentive to the inmate



On the Steamboat "Correction," en route from Hart's Island to New Hampton Farms.



On the Steamboat "Correction," en route from Hart's Island to New Hampton Farms.

for working his way out and, therefore, no stimulus for exercising his efforts in obtaining such educational, industrial and habit training, as the institution may afford.

By grouping newly admitted inmates on the basis of such judgment by authorities as is now employed by the Parole Commission general divisions are established, largely on the basis of individualized judgment; within each such group, a uniform number of marks or credits can be earned by the individual, but he may earn it in shorter or longer time, depending upon the quality of his work, his efforts and his behavior. It is important that his work be fairly decisive, not only so that he may obtain the best training through it, but also in order that the institution may derive the benefits of his intensive application. With the introduction of the daily credit report system, this possibility is made actual. The keeper or instructor in charge of the inmate may grant a number of credits within a definite range between a minimum and maximum. The credits thus earned by the inmate constitute the material with which he may "buy himself" out of the institution, as it were, and into eligibility for parole. When this system has been organized and developed, it should be one of the greatest reformatory measures available.

A pre-requisite, of course, is that there should be plenty of work to do, careful supervision while it is done, and just treatment by those who do the supervising. All of this cannot be expected in a day, and if fair progress is reported by the end of 1917, one should feel well pleased.

Such immediate matters as the individual interview with some member of the Parole Commission immediately after admission to the institution; subsequent interview by a parole officer; field investigation by the parole officer; the accumulation of material regarding the prisoner during his term in the institution; the pre-parole examination, both field and personal; the preparation of a pre-parole report: all these and other matters are of great interest, but space forbids going more fully into their description. The first annual report of the Parole Commission will probably give such details and make them available to the country at large.

The system as a whole follows the lines laid down by the Commissioner of Accounts in 1915. That system was based on the experience of institutions applying the best parole methods within this and other States. The Prison Association actively cooperated both in the gathering of data and in the organization of the

system itself. It was estimated then that under the law as passed in 1915, if no further additions were made to the types of inmates to be committed on indeterminate sentences, there would be approximately 3,800 men and 675 women on parole at any one time when the organization had fully gotten under way. This number was arrived at after very careful calculations of all the statistical matter available. For that number, it was estimated it would be necessary to have a staff consisting of the following:

3 commissioners
 1 secretary
 13 clerks and stenographers, and
 40 parole officers
 —
 57

at an annual expenditure of \$82,920. The staff requested at the beginning of the year 1916, when the Parole law went into effect, was disappointingly small. By the end of 1916, however, the real proportions of the work had shown themselves sufficiently to enable the Parole Commission to ask for full appropriations. These were granted for the year 1917, and provided for the following:

3 commissioners
 1 secretary
 17 clerks and stenographers
 1 telephone operator
 1 chief parole officer
 35 parole officers
 —
 58

a total staff of 58 as compared with 57 estimated by the Commissioner of Accounts and the Prison Association, with an expenditure of \$85,902 granted for the year as against \$82,980 estimated.

In regard to other needs for the Department also, the City has been very generous. In addition to the \$32,000 granted for the remodeling of the Industrial building at the Penitentiary for the purpose of establishing a psychological clinic approximately \$800,000 were appropriated for construction work at New Hampton Farms; \$70,000 for the reconstruction of the south wing of the Workhouse into a clearing house for women; \$30,000 for



Railroad Spur, Built by Inmates, New Hampton Farms.



"Mascots." En Route to New Hampton Farms.

remodeling the Jefferson Market prison for women; \$12,000 to supplement the private subscription for a hospital for drug addicts on Riker's Island; \$11,000 for construction work in the City Prison, Queens; and \$333,000 for the purchase of a farm for women and construction of buildings thereon. The last named sum may hardly be considered a new appropriation, however. It is the money that had been intended originally for the erection of a Detention House for women on West 30th Street.

Better salaries were allowed for practically all the employees of the Department. The office of Superintendent of Industries was permanently established; a number of head-keeperships with advanced salaries were allowed; the salaries of physicians were raised, though not to the extent desirable; a number of paid internships at the rate of \$600 were established, three for the Workhouse and three for the Penitentiary; a resident physician in charge of the Workhouse hospital at \$1500 was allowed; the salary of the Superintendent at New Hampton Farms raised to a respectable standard, and an assistant superintendent for the same institution provided at \$1800. A chief physician, to be psychologist and psychiatrist, for the clearing house at the Penitentiary was allowed at the rate of \$2,160 a year, and the necessary employees for construction work at New Hampton were supplied.

An innovation of the year has been the establishment of a commissary at the Penitentiary. A Board of Trustees consisting of some employees of the Department and some outside persons with the general secretary of the Prison Association as chairman, has the general supervision. A system of purchase and distribution has been organized and installed by the Commissioner of Accounts. During the first year, approximately \$15,000 was expended by Penitentiary inmates on the Commissary, consisting chiefly of purchases of mild luxuries, tobacco and fruit. The Commissary system is to be extended during the coming year to Hart's Island and to the City Prison, Manhattan, and later, to some of the other institutions. In a certain form, it exists now at New Hampton Farms.

The library work for the Department has progressed to some extent, but not so well as had been expected. The request by the Prison Association that appropriations for institutional libraries be included in the budgetary request for 1917 by both the New York Public Library and the Department of Correction, has not

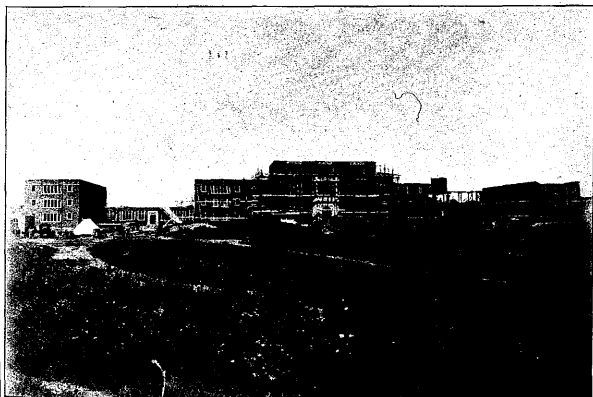
been acted upon. While greater cooperation by the New York Public Library has been secured, principally by the interest of voluntary activities of some members of the New York Public Library, the desirable system by which the Department of Correction and the Public Library would assume joint responsibility for the supply, organization, care and conduct of a full-fledged library system in all the institutions did not materialize. The Queens Borough Public Library continued to do excellent work in the City Prison, Queens. It may be that by the end of 1917, branches of the Traveling Library of the New York Public Library may be established on the Island institutions, similar, on the whole, to the one established by the Queens Borough Public Library.

In the personnel of the Department there has been, unfortunately, less success than in other matters. A number of shifts had to be made in the executive positions at Hart's Island, Riker's Island, the Penitentiary and the City Prison, Queens. One Warden was dismissed, and the cooperation of the wardens for the welfare of the Department is, as a whole, far from attained as yet.

Details as to the condition of the various institutions of the Department, improvements during the year and recommendations for further improvements, will be found in the inspection reports in Part II of this report.



Administration Building Under Construction, New Hampton Farms.



Westchester County Penitentiary. (Under Construction.)

THE WESTCHESTER COUNTY PENITENTIARY

BECAUSE of the continued overcrowded condition of the Westchester County jail, and partly because of the large sums of money expended annually by Westchester County for prisoners committed from that county to the New York County Penitentiary, the County received permission from the Legislature in 1914 to erect a county penitentiary. For the grouping of the principal county buildings serving the dependent and delinquent classes, a farm site of over 400 acres was purchased by the County at Eastview, located between White Plains and Tarrytown, and three groups of institutions have been planned for this site, one group being the Penitentiary buildings.

The Westchester County Penitentiary has been built by a building commission of three men, appointed by the Legislature in 1914, the members being Robert S. Brewster, George E. Mertz and Arthur W. Lawrence. The architect of the Penitentiary is Alfred Hopkins of 101 Park Avenue, New York.

The Westchester County Penitentiary has been designed with several distinct ideas in mind. It was necessary to produce a building as reasonable in cost as possible, and which would nevertheless conform to the view of the supervisory State Commission of Prisons. Secondly, there should be available for each prisoner an "outside cell," thus securing the abandonment of the traditional inside cellblock. Thirdly, the institution should provide far greater opportunities than have been usual for the classification and segregation of inmates, and the Penitentiary should also be as far removed as possible in its appearance from the usual prison type of structure.

This penitentiary, therefore, marks the first radical departure in the State of New York from the century-old traditional methods of prison construction. The fight which has for years been waged by the Prison Association in connection with the campaign for the abandonment of Sing Sing, for the breaking down of the "bastille type" of interior cellblock, has borne fruit even earlier than at Sing Sing in the completion of the Westchester County Penitentiary.

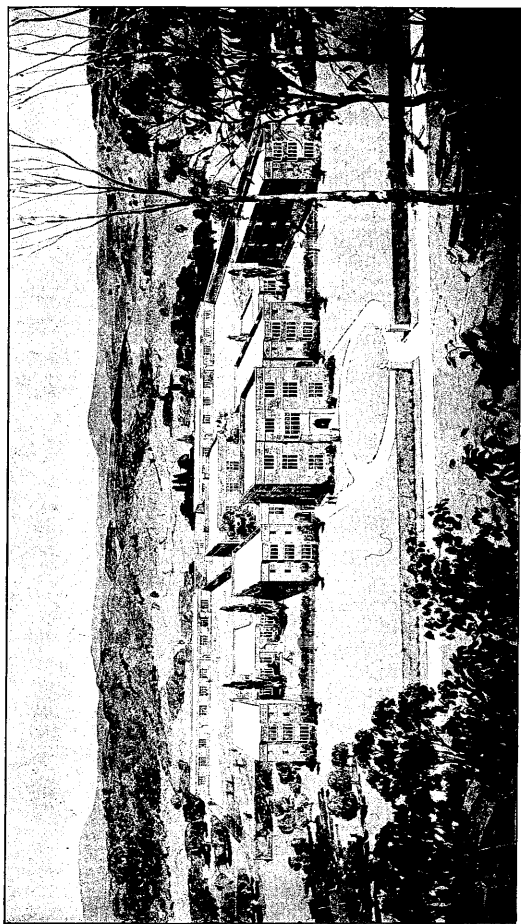
For at this Penitentiary there are four cell buildings, of three floors each. The buildings are faced north and south, so that

each room will have the sunshine for half of the day, either in the morning or in the afternoon. It was thoroughly understood that this arrangement did not make for the easiest and simplest supervision of the inmates by the officers. Modern prison architecture is justified, because the institution is built along such lines that the chief object achieved shall be the opportunities for the reformation and rehabilitation of the inmates, and not mainly the ease of the officers.

Moreover, in Westchester, the special conditions have made any extreme requirements of supervision unnecessary. The inmates are to be at the institution for relatively short periods. No prisoner will be sentenced to the Penitentiary for longer than thirteen months, and these will be probably about ten per cent. of the total population. However, the principle actuating the building commission and the architect was that the design of the building should make the institution most serviceable in the reclamation of men, even if it requires more supervision. It is practically an established fact, today, that a prison, even a State prison, has become in principle an institution that should be corrective and reformatory, rather than punitive and retributive.

Therefore, the basis of construction has been the four cellhouses, each housing about 89 men. These buildings are connected by a long corridor at the north, and the two center cellhouses are connected also at the south by the administration building. In this latter structure are the offices of the institution, the reception rooms, rooms for prisoners and those who visit them, hospital accommodations, and the guards' and officers' sleeping rooms. Directly opposite, on the north side of the connecting corridor, is the messhall and the kitchen, above which is a fine auditorium. To the left of the messhall, and adjoining the connecting corridor, is the school, and to the right are the accommodations for receiving and bathing the inmates.

As will be seen, especially by reference to the accompanying photographs, the layout naturally resolves itself into three interior courts, between the four cellhouses. These courts will be embellished with planting and landscape work, kept in order by the men themselves. This is a radical departure from the customary dismal barrenness of prison interior yards. Many a prison maintains extensive lawns and flower gardens *outside* the prison, where any value of esthetic influence or enjoyment is only for the passer-by or for the officers. Far more logically, such esthetic or cultural value should accrue in the first instance to the inmates



Westchester County Penitentiary.

themselves, and the commission is to be congratulated upon its innovation in establishing several of Nature's beauty spots within the institution itself.

Two large yards for physical exercises, military work and recreation are provided. The duty of the prison is as much to make a healthy man as it is a man able to work when he leaves the prison. Health is a prime factor in rehabilitation. The new Penitentiary offers abundant chance for outdoor exercise.

Modern penology demands almost as a first factor in prison construction adequate possibilities of classification and segregation. Until very recently, the chief controlling force in creating prison buildings was the effort absolutely to prevent the prisoner's escape. Any consideration of the best method of confinement of the inmate himself was wholly subordinate to the belief that *an inmate must not escape*. Prison design was left therefore largely to the commercial companies that built jails, and naturally, their chief aim was to satisfy what they saw to be the dominant requirement. This developed the inhumane and grotesque system of caging men in steel cells, ranging several tiers high in the center of abnormally solid buildings, and sometimes with three rows of steel bars between the prisoner and the outside world.

When it was found, not so many years ago, that a large proportion of the inmates, even of prisons, could be trusted under reasonable supervision, or even without such supervision, to work in the fields all day long, and could be relied upon to return to their cells, the pointed question arose among many interested in the betterment of prison conditions as to the necessity of so many tons of steel, to prevent the prisoners from running away. There followed then the study of the outside cell. One of the first to make a serious contribution to the modern movement was the former Secretary of the Prison Association of New York, Dr. Samuel June Barrows, who in 1908 made a strong campaign for the adoption of the outside cell in the construction of the State prison that was to be built at Bear Mountain.

The Westchester County Penitentiary has dared to break with tradition, and will give to each inmate a separate, outside cell, with a window open to the outer air. Each cell window is barred by toolproof steel. It is impossible to cut these bars, except with special tools, and with heat that it would be highly improbable the inmate could ever obtain. By putting the bars on the inside of the windows, it is possible to paint them a light color, which

greatly increases the amount of light in the cell, besides taking away the forbidding black bar across the prisoner's outlook.

These bars at the cell windows are practically the only ones in the institution. There are lattice grilles of glass and steel at the end of the cellhouse corridors, in order to close off the cellhouse and to maintain quiet within. In all the recreation rooms, school rooms, messhall, auditorium, etc., the bars have been eliminated at the windows, and wire mesh has been substituted.

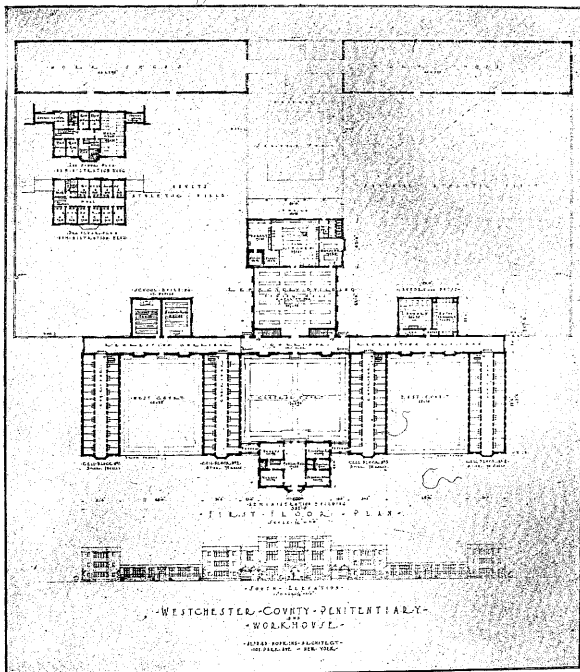
The cost of the usual county prison, exclusive of the lot, averages a thousand dollars an inmate, and in several instances within this State, county jails have cost much more than that. The traditional county jail consists of a huge cellblock of interior cells, with a kitchen and laundry in the cellar, the prisoners' meals being served in their cells. No accommodations in the way of messhalls, administration buildings, schools or exercise spaces are customary in such jails.

In Westchester County, the cost of the Penitentiary has been a little over one thousand dollars per inmate, but this has included four cellhouses, instead of the usual single huge cellblock, a long connecting corridor for the exercise and recreation of inmates, an administration building, including commodious quarters for the officers and guards, and offices for the administration; a school building; a bath and reception building; a large messhall with a separate dining hall for the officers; a large kitchen, and an auditorium that will hold the entire inmate population, with from fifty to one hundred additional sittings.

This is without using the cellar for anything except coal storage. The architect has held that rooms in the basement are particularly undesirable for prison use, but in the usual county jail this is where the kitchen, laundries, etc., are almost invariably placed.

It would seem from the above that the Westchester County Penitentiary has been built at a reasonable cost, when both the accommodations of the institution and the high cost of material are taken into consideration.

Such an institution, representing an important financial investment, is being constructed far more for the future than for the present. Criticism, if made on the ground that the equipment and plans are too elaborate for the customary "short-term" offender, who is in large measure a repeater and of the more unreformable class, is readily met by the unquestioned fact that within a few years the treatment of misdemeanants will have undergone



Ground Plan, Westchester County Penitentiary.

radical changes. Short and definite sentences will be abandoned, and the indeterminate sentence will succeed them, as is already the case in large measure in the Department of Correction in New York City. Terms with a maximum of several years will be the rule instead of the exception, and institutions will hold their inmates until there is a fair chance that upon their exit from the prison they can become honest and self-supporting citizens of the community.

No traditional, steel-caged bastille, with little or no facilities for classification and grouping of prisoners, will in the days to come be found suitable for the new methods of treatment of inmates. The Westchester County Penitentiary is being built somewhat ahead of its time. When, however, its time comes, the forethought and sagacity of its creators will be clear and recognized.

THE RODGERS LOYAL CLUB

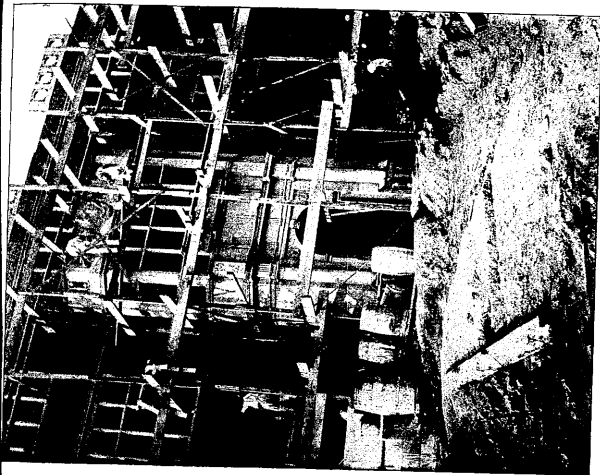
THE past year has brought a greatly increased interest in the objects and work of the Rodgers Loyal Club which has its rooms in the building of the Prison Association. This club is unique in this State, in that it is composed of former inmates of Elmira and Napanoch reformatories, who have banded together for mutual assistance. A portion of the second floor of the Association's building has been transformed into a club room, where every night except Saturdays, Sundays, and holidays members of the club gather. The reporting time of those inmates on parole is thus combined with the opportunity given to the club members to use the well selected library, the pianola, or the pool table, all of which are presents from friends of the Club. The rooms are attractive, and particularly during the winter season are used by many of the young fellows. The attendance at the monthly meetings has ranged from 100 to 200.

Judges of the county courts of New York and Queens Counties have been welcomed at the meetings, which always terminate with a musical program, provided by friends of the Club, and often by the members themselves.

The relations of the Club members to the parole officers of the Reformatories are unique. The parole officers are the official representatives of the Reformatories. It is their duty to see that the paroled inmates conduct themselves while on parole so that they will be honest, self-supporting, industrious, and well-behaved. Until the Club was established, the relationship of parole officers to inmates was naturally mainly official.

The organization of the Club has brought about a remarkable change. The relations with the former inmates of the Reformatories have become much more intimate, confidential and helpful. More than 3,000 visits have been made during the year ending November, 1916, by the parole officers, who themselves are members of the Club, in the interests of the membership of the Club.

The conditions under which many of the paroled men live are well known, and often the home addresses of the members are changed by the advice and approval of the office. As never before, there crop out now the evidences of the brave struggle of



Westchester County Penitentiary. (A Section under Construction.



In the Print Shop. Rodgers Loyal Club

the lad on parole to make the required monthly reports in spite of the little encouragement from his family or fellow workers; the clear-eyed meeting of the problems of the increased cost of living; the cheery acceptance of the things that can't be helped; the alert manner and firm step, the erect carriage and becoming modesty in stating his ability to take care of himself.

The daily life and experiences of the parole officer bring to him curious and unexpected tangles in the web of real life of an interest denied to fiction writers. And to the members of the Rodgers Loyal Club is due in considerable measure also the success of the Parole Bureau of the Reformatories in solving many of the most perplexing problems. For club members have pledged themselves not only to find, each of them, one job a year for a less successful brother, and to contribute a small sum each month for a relief fund, but a committee of the club members also have taken upon themselves the responsibility of ferreting out the delinquents on parole, who do not wish or perhaps dare to come to the Parole Office.

Probably the most important event in the club's short history has been the establishment of the Loyal Press, which is a printing plant in a borough of the greater city, run by and for the boys from Elmira. While at the Reformatory they commence to learn a trade, that they may earn a living when released. The work is not completed at the Reformatory, the time given to study being limited by the boy's term, military duties and other institute work. When a boy afterwards seeks employment in such a trade, he finds himself handicapped by lack of knowledge and experience. The most he can get, by actual data, is from \$4 to \$5 a week, which is in no case a living wage, especially as the boys in the majority of cases have some sort of domestic responsibilities.

To cope with this situation, and to give to them a feeling of self-respect, the Loyal Press was organized. It has employed about twenty boys, all of whom were inmate printers at Elmira. The lowest salary paid is \$10 a week. The Press continues the instruction received at Elmira, with a practical apprenticeship that will enable boys to enter their line of work as experienced printers. Already six have been graduated and are working at a living wage in ordinary printing plants.

The following table shows the number of young men sent to vacant positions found through the combined efforts of the parole officers and the Club members, and also shows the number so sent

who have secured positions. This branch of the club work is under the particular direction of Mr. Budd, of the parole staff.

	No. of men sent to jobs each month	No. of men re- porting as secur- ing employment where sent
November, 1915	53	39
December, 1915	59	31
January, 1916	57	36
February, 1916	46	29
March, 1916	43	33
April, 1916	45	31
May, 1916	42	34
June, 1916	37	29
July, 1916	29	21
August, 1916	31	23
September, 1916, (vacation)		
October, 1916	45	31
	487	337

Nine other positions were secured for inmates in the Reformatory, to which jobs they were subsequently paroled.

The Library has been kept in excellent order, is well patronized, and is in charge of Mr. Benedict.

The three following brief letters express the general sentiment of the club members:

January 17, 1917.

"Mr. H. B. Rodgers,
Dear Sir:

I received your letter and you don't know how elated I am in the support you are and have been giving me and I thank you with all my heart and soul. I cannot put my thanks in better phrases, but my future actions will be guided by your advice and confidence you placed in me. I thank you again. I remain

Respectfully yours,

A. B."

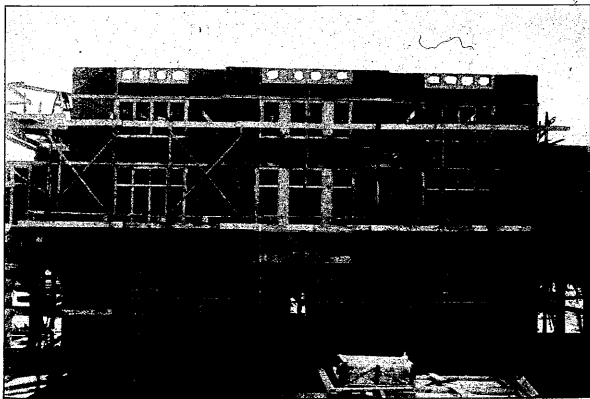
March 9, 1917.

"My dear Mr. Rodgers,

It is with deep regret to inform you that I left _____, temporary to await your investigation to ascertain whether Mr. _____, the gentleman that employ me, had authorized the



Print Shop, Rodgers Loyal Club.



Westchester County Penitentiary. (A Section under Construction.)

manager, Mr. _____ to discharge me or not. Last Saturday, Mar. 3d, Mr. _____ asked me to leave the place but declared no reasons for his actions. I then asked him the following questions:

Am I honest? Answer Yes.

Am I faithful? Answer Yes.

Am I punctual? Answer Yes.

Am I carry out my everyday's duty without fail? Answer Yes.

Then he concluded by saying that he does not like to see me working with him. The only cause I can imagine is because I had recommended some change to Mr. _____, which may effect his dignity towards management, but that is good for economizing the cost of production for the welfare of the company.

May you with haste find out from Mr. _____ whether my service has been discontinued with his sanction, or he will transfer me to some place immediately.

If he cannot at present do anything for me, kindly get me a job at once as I am now at a loss of what to do. I hope that you will no doubt exercise your help and protection in safeguarding my work habit which I had formulated during my thirteen months' stay in the Reformatory and which I had pursued ever since I left the institution and shall endeavor to do so forever. Not even a single minor report had been issued against me during the said thirteen months. My chief product of reform is "work habit" as I have said before and same had been proved by my three months' service with _____. I pray that you will carry out my desire to secure me a position of any kind with no delay.

Neither the pen nor the pencil can furnish a competent idea of my sincere regards for you, I remain

Yours very faithfully,

L. H."

March 15, 1917.

"Mr. H. B. Rodgers,

Dear Sir:

We acknowledge receipt of your letter of the tenth instant in reference to _____.

We have investigated this boy's discharge and find that it was through no intentional act of his; that he tried hard to please his

chief, was quick and fairly accurate in the clerical work but this position required the handling of materials and some of the containers were heavy and he was not adapted to this line of work.

We believe he could take care of clerical work satisfactorily but unfortunately we had no such position open at the time.

We hope there will be no difficulty in placing him elsewhere and you may refer to us if desired.

Yours truly,
_____,"

THE ONONDAGA PENITENTIARY ABUSES

IN 1916, revelations made by the Prison Association of cruel and unusual punishments at the Onondaga County Penitentiary resulted in radical changes. This campaign for betterment of this institution by the Prison Association illustrates the force of public opinion demanding the abolition of long-standing and well-entrenched abuses.

In February 1916, the inspector of the Prison Association discovered at the Onondaga County Penitentiary the following serious conditions:

1. Pitch-dark and stifing dungeons were being used for punishment purposes.
2. Striped uniforms were still being worn by prisoners, although abandoned long ago in the State prisons.
3. Chains, weighing about 20 pounds, were rivetted to the leg of certain prisoners under punishment, to be worn at all times, and sometimes for months.
4. Inmates were forced to stand on a crack, for hours at times, as a punishment.
5. The law prohibiting the mingling of minors and adults was not being carefully observed.
6. Great objection was made by the prisoners to the quality of food served.

Photographs of the prisoners in chains¹ were taken by an inspector of the Association, and when published in the Syracuse newspapers became striking evidence of the medieval practices that citizens of Onondaga County did not know were existing at their door. The Prison Association called formally the attention of the Prison Commission to the conditions existing in Onondaga County. An investigation by this Commission brought confirmation of the charges of the Association.

The attitude of the Board of Supervisors of the County was measurably satisfactory. Radical changes were insisted upon in the management of the Penitentiary, although the chief recommendation of the Prison Commission, the removal of the Super-

¹ See frontispiece.

intendent, was not followed out. However, the resignation of that official occurred at the beginning of 1917.

The following are the principal results of the year:

1. The practice of rivetting long chains on the legs of prisoners has been abolished.
2. Plain gray uniforms are gradually being substituted for the striped uniforms.
3. The dungeon room has been renovated and repainted, removing all the previous undesirable features.
4. Prisoners are now permitted to talk in the messhall.
5. A set of rules and regulations for the government of prisoners has been posted in each cell.
6. The superintendent has resigned.
7. The former punishment, which compelled prisoners to stand on a crack in the floor, has been abolished.

The year's activity in Onondaga County is an excellent illustration of the power of the Prison Association to accomplish reforms.

THE PRISON EXHIBIT

WITH the Joint Committee on Prison Reform, established by the Women's Department of the National Civic Federation (New York and New Jersey branches) in the spring of 1914, the Prison Association has affiliated very closely, two members of the Association being on the Executive Committee of the Joint Committee on Prison Reform. In the summer of 1914, preparations were begun by the Joint Committee for a Prison Exhibit, a hitherto untried feature in public education along prison reform lines. The outbreak of the European war and the consequent probable reduction in financial support caused the postponement of the plans for a prison exhibit until the summer of 1915, when preparations were again begun. During the fall the prison exhibit was organized, the work requiring months of most careful preparation. Under the general management of Mrs. Francis McNiel Bacon, Jr., Chairman, and Mr. Alexander Cleland, Secretary of the Joint Committee, the cooperation in particular of the Russell Sage Foundation and of the Prison Association was utilized.

The Prison Exhibit was finally opened in New York on January 10, 1916, and consisted of fourteen divisions, presenting a well coordinated general survey of New York prison conditions. Special emphasis was laid upon the necessity for the abolition of Sing Sing and the establishment of a farm industrial prison on wide acreage. Sections of the exhibit were devoted to prison industries, prison administration, reformatories, county jails, women delinquents, tramps and young offenders, feeble-minded delinquents, short sentences, definite and indefinite sentences, the released prisoner, parole, probation and the correctional needs, and plans of the New York City Department of Correction. Under the auspices of the Joint Committee on Prison Reform, consisting of representatives and members of prison reform organizations, public and private, in New York City and State, the exhibit was financed; it consisted of a very large number of important panels, each illustrating in a graphic and striking way the conditions in the correctional institutions of this State.

The Prison Exhibit also presented many original models, charts, electrical devices and the like. During the summer and

fall, about 7,000 feet of very striking motion-pictures were taken of the daily life in Sing Sing and Great Meadow prisons, and of the repetition of the experiences of Mr. Thomas Mott Osborne in Auburn prison in the fall of 1913 as a voluntary prisoner. The motion-picture films furnished an exceptional opportunity to see for the first time absolutely truthful motion-pictures of the prison systems of this State, taken with the hearty cooperation of the authorities of the Prison Department and the several State prisons. The pictures were produced for educational purposes only.

The Prison Exhibit was first shown in New York City in the Russell Sage Foundation Building, from January 10 to 26, 1916. In connection with the Exhibit the Assembly Hall of the United Charities Building was secured for a showing of motion pictures of Auburn, Sing Sing, and Great Meadow Prisons. Lectures were given each time the pictures were shown. During the course of the Exhibit twenty-four meetings were held, which were well attended.

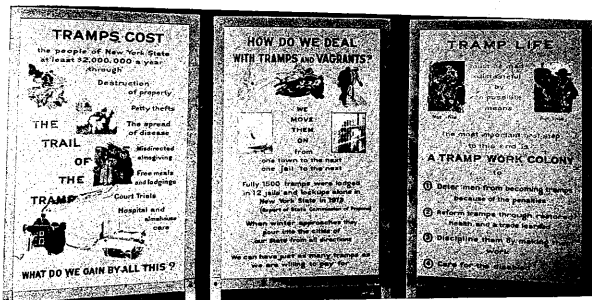
The Exhibit was taken from New York to Buffalo and shown in the Elmwood Music Hall to large audiences. The use of the hall was given by the Mayor, and a strong local committee was interested in promoting public sentiment in the cause of prison reform. Rochester was next visited, and the city authorities there gave the use of Convention Hall for the Exhibit and the meetings that were held in connection therewith.

In Syracuse because of the difficulty in securing a suitable hall, the Exhibit was not so well attended, although much publicity was had and public interest was manifested.

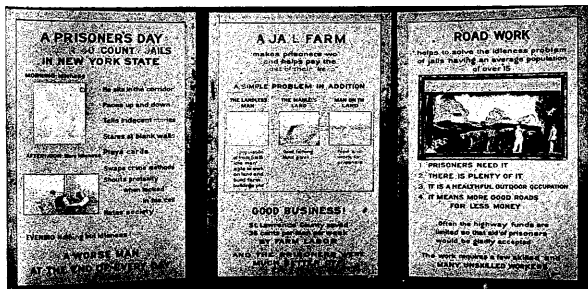
The Exhibit was then taken to Albany where it was shown in the State Education Building with great success. Brought back to New York City, the Exhibit was opened again in a vacant store at 20 West 23rd Street for ten weeks. It was estimated that 125,000 people saw it at this place. At the meetings held in conjunction with the Exhibit throughout the State many prominent speakers took part.

Dr. J. T. Gilmour, one of the best-known wardens of this continent, makes the following statement regarding the Exhibit:

"While attending the American Prison Association at Buffalo last month I spent a greater part of an afternoon in carefully going through your prison exhibit in the music hall. I had heard considerable of the exhibit and had a curiosity to inspect it, having



Panels from the Prison Exhibit.



Panels from the Prison Exhibit.

in view its educative value. Let me say frankly, and without affectation, that the exhibit far exceeds my highest expectations. The exhibit cannot fail to awaken a keen interest in prison matters, and to stimulate all that is best in one to improve existing conditions.

"The arrangement is excellent, for as soon as you start in you become a keenly interested student, anxious to dig down and see how things really are.

"While the exhibit must have cost you much labor and money it cannot fail to be of invaluable assistance as an educative influence in prison reform."

FEEBLEMINDEDNESS AND DELINQUENCY

THE relation between feeble-mindedness and delinquency has been repeatedly emphasized in the Prison Association's reports. There is most grievous need of proper segregation, in a separate institution, of the most serious cases of the delinquent feeble-minded, who are now distributed throughout the many correctional institutions in this State.

The New York Committee on Feeble-mindedness, established late in 1916, estimates that there are approximately 33,000 feeble-minded persons — one in every 300 of the population — in the State of New York. Of these 33,000 there are, in institutions not intended for them, some 4,500, of which number it is estimated that 1,500 are in State prisons and jails, 500 in reformatories for women and girls, and 1,000 in boys' reformatories.

While all of the 4,500 inmates are menaces to society, and prone to criminality, the feeble-minded women of child-bearing age are of special menace, because the feeble-minded woman is not only far less responsible morally than the normal woman, but she is especially prone to sexual practices. The estimate of the Committee on Feeble-mindedness is that there are of such women approximately 700 in prisons, jails and reformatories.

The State is losing ground in caring for its feeble-minded. There are estimated to be about 23,000 feeble-minded not in institutions. The State would be the gainer by providing proper custodial care elsewhere for the 4,500 feeble-minded now cared for in prisons, reformatories and almshouses, because the per capita weekly expense of caring for the feeble-minded upon the custodial asylum plan is less than the weekly per capita in boys' reformatories, girls' reformatories, and similar institutions for women.

It has been often estimated that at least a quarter of the inmates of correctional institutions are more or less mentally defective. Elsewhere in this report (Page 119) we estimate that the population of the prisons requiring custodial care because of feeble-mindedness is about 10 per cent.

Elsewhere, (Page 204) we have stated, in a review of proposed legislation for 1917, that the site of the State Farm for Women Misdemeanants at Valatie suggests itself as a site also for a

colony for defective delinquents. The New York Committee on Feeble-mindedness advocates the erection, at the State Custodial Asylum for Feeble-minded Women at Newark, of at least one cottage for the care of disorderly and delinquent cases, apart from the other inmates, and planned for this special purpose.

There is great need in the State for the erection of a special institution for the male defective delinquent. The suggestion of designating Napanoch for such purpose has not gotten beyond the stage of general discussion.

THE PRISON ASSOCIATION OF NEW YORK.

THE Prison Association of New York is a charitable society, absolutely dependent upon voluntary contributions. It was founded in 1844, and received a charter from the State in 1846. It has had an unbroken record since 1844, and at present conducts a larger number of activities, and we hope more efficiently, than ever before. The officers of the society are president, vice-president, recording secretary, general secretary, treasurer and an executive committee, which constitutes the governing board of the Association. The general secretary is the salaried executive of the Association. The objects of the Association are, according to the charter:

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.

In recent years the objects of the Association have been stated briefly as follows:

1. The protection of society against crime.
2. The reformation of the criminal.
3. Protection for those unjustly accused.
4. Probation for first offenders.
5. Improvement in prisons and prison discipline.
6. Employment, and, when necessary, food, tools, shelter and other provision for discharged prisoners.
7. Necessary aid for prisoners' families.
8. Supervision for those on probation and parole.
9. Needed legislation.

The legal power of the Association is considerable. The executive committee, by such committees as shall from time to time be appointed, has the power and the duty to 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. The authority for such inspection is found in Paragraph 6 of Article 11 of the constitution of the Association. Orders for the purpose of inspection and investigation are issued by one of the judges of the Supreme Court, or by other competent authority.

The record of the Prison Association has been one of honor and of value to the State. The Association was founded at a time when the rights of the prisoner and the duties of the State were very insufficiently guarded or understood. The society grew out of a wave of protest against abuses of prisoners and the low state of prison administration in this State. The activity of the society has been characterized not so much by a conspicuous declaration of activities as by persistent and quiet cooperation when possible with prison authorities and by consistent propaganda for the betterment of prisoners and the treatment of crime.

Conspicuous among the many results in which the Association shared were the campaign for the establishment of Elmira Reformatory; the study of the Jukes family by Mr. Dugdale, one of the managers of the Association; the development of probation in New York State; the development through many years of the parole system in New York City for the State reformatories and State Prisons; the establishment of the National Prison Association (now the American Prison Association) through the activity of Dr. E. C. Wines, corresponding secretary of the Association in 1870; the organization of the International Prison Congress by Dr. Wines after he had laid down his office as corresponding secretary of the Prison Association; the election of Dr. Barrows, corresponding secretary of the Association from 1900 to 1909, as president of the Eighth International Prison Congress; the campaign against the fee system in the case of county sheriffs; the increase of the endowment fund of the Association since 1910 from \$9,000 to nearly \$100,000, and the increase in recent years not only of the membership of the Association, but of the income of the Association and the accompanying development of the fields of activity of the Association. In recent years the Association has made a considerable part of its activity the cooperation in development of new institutions, such as a new Farm Industrial Prison to take the place of Sing Sing, the State Industrial Farm Colony, the State Reformatory for Misdemeanants, the farm

colony of the Board of Inebriety of New York City and the proposed State Custodial Asylum for Feeble-Minded Male Delinquents.

The most conspicuous militant activity of the Association has been, recently, the campaign under the slogan: "Sing Sing Must Go."

The Prison Association is recognized throughout the country as an important association in its field, and is daily called upon to furnish information to citizens of other states and countries as to the betterment of prison conditions, legislation and other social problems connected with delinquency.

OUR EMPLOYMENT BUREAU FOR RELEASED PRISONERS

IN the summer of 1915, the Prison Association decided to strengthen materially its work for released prisoners. This society has always sought to aid men on their release from prison. Nevertheless, in the reorganization that has been occurring in the society's many activities, a more intensive effort to secure employment for released prisoners has seemed of special importance.

Therefore, the Association engaged, on October 1, 1915, Mr. Charles K. Blatchly as Special Employment Secretary. Mr. Blatchly was, for seven years prior to coming to the Prison Association, at the head of the Joint Application Bureau of the Charity Organization Society and of the Association for Improving the Condition of the Poor. His intimate acquaintance with the problems of homelessness and dependency warranted the Association in choosing him for this position.

Of 658 applicants for employment at the offices of the Association during the year ending September 30, 1916, 407 were placed directly by the Bureau, and 102 other men secured work themselves or through the efforts of friends, while the Prison Association was assisting them with lodging, meals, transportation, clothing or in other ways, so that a total of 509 men were known to be working, out of the 658 applicants. *Anyone who has sought to find employment for even one released prisoner, knows what it means for over 500 men to get work directly or indirectly through this society.*

In order to be able to supply jobs to released prisoners, several thousand letters were sent to business men of New York City, asking their help in giving employment. A remarkably large number of favorable responses were received. In addition to employers, secured in this manner, many other promises of employment were secured by personal visits of the Employment Secretary, and by telephone calls to those who advertised in the daily press. Many other placements were secured through the work opportunities offered in the daily bulletin of the United States Department of Labor, which gave the names and addresses of prospective employers. Other opportunities were secured

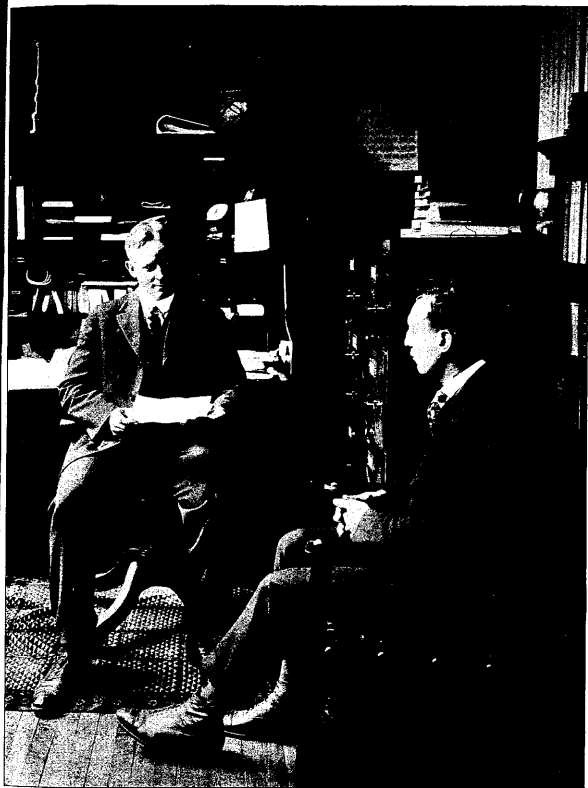
through the cooperation of men already placed. Frequently they called at our offices to tell of chances for work with their own firms, or at other places of which they had learned.

A number of placements were secured through agencies that are members of the Federation of Non-Commercial Employment Agencies. Many places for colored men were obtained through the National League on Urban Conditions Among Negroes. Cordial cooperation existed between the branches of the New York City Employment Bureau at 10 West 11th street and at 157 East 67th street, as well as with the State Employment Bureau at 262 Fulton street, Brooklyn.

Out of the year's intensive experience with men recently from prisons, several highly important facts have been learned. If the men applying for work were handicapped only by their record, it would be a fairly easy matter to secure work for them. But in addition to their prison record, and consequent inability to get references, there were comparatively few who brought with them any adequate trade or other definite work training. Many of the applicants were also still further handicapped by dissipation and irregular habits of life, all of which unfitted them for steady work.

Such habits rendered very irksome to them the steady and relatively monotonous work required by modern efficiency methods in factories. One man said, for instance, that he preferred to be a slave, or to go back to prison, rather than to stand all day and do one thing without variation, as he was required to do in a certain factory that pays large wages. Yet the prisons turn out most of their inmates incapable of enduring such a definite and monotonous discipline. Whatever one may think of the industrial system that requires of workmen such undeviating attention to a specific and often minute task, the fact is nevertheless indisputable that in many instances just such occupations must be continued, and that applicants for work must be competent to do their work satisfactorily to the employer.

Punctuality and regularity are cardinal virtues in many factories. It is hard for the human product of the prison, where intermittent, casual or irregular work has been the rule, to mould himself into the routine of the factory day and procedure. It is also difficult for one who on the outside has been for years accustomed to regular habits of living and work, to appreciate how extremely difficult it is for such released prisoners to work



The Prison Association's Employment Bureau Secretary at Work.

regularly for from eight to twelve hours a day, six days in the week.

It would be pleasant and gratifying to the Prison Association if it could always secure for released prisoners jobs that would be easy as to hours, varied as to occupation, and liberal as to wages. But the cold hard facts are that the man just out of prison is not only as a rule unfitted for any job requiring skill, and consequently paying "good" wages, but the man just out of prison must, because of his lack of references, take practically what he can get. Therefore, he is with peculiar frequency forced into jobs that require long hours, offer lowly or disagreeable work, and pay relatively small wages. Men applying to the Prison Association are frankly advised to begin at the bottom of the ladder, if the applicants cannot at first climb upon any of the higher rungs. We regard it as most important that the man just from prison should, so soon as possible, be able to say that he is working somewhere and at something definite. The first reference after prison is of prime importance.

Although the Employment Secretary is not a psychiatrist, his experience during many years in dealing with men of the released-prisoner type leads him to believe that between 40 and 50 per cent. of the applicants at the Special Employment Bureau of the Prison Association during the last year have been mentally defective or abnormal to such a degree as to render it difficult for them to earn a livelihood regularly. This does not mean that this large percentage were feeble-minded, but it does mean that many of them were of the low mental grade of the so-called "moron." Many applicants had keen and active minds, but their characters were so erratic and unstable that they found it very difficult to work congenially with others. In consequence, they were frequently losing their jobs.

But many of the men suffered not only from mental but from physical handicaps. A large number of applicants seemed to be below normal size physically, and were therefore unfitted for jobs requiring much strength. Others had lost an eye, arm, leg, their hearing or had such illnesses as to prevent their taking some kinds of work. If these men are expected to get jobs and to support themselves after leaving prison, some one must intercede for them in getting a job, and must provide lodging and meals and other necessities while they are looking for a job themselves. The Employment Bureau has made it a point to see that the

applicant has been supplied with whatever assistance was necessary to help him to become self-supporting, providing that the applicant was willing to cooperate.

As we have already said, a total of 509 men were known to be working, in spite of these great difficulties. A great variety of positions were secured. The younger applicants were placed in considerable numbers in various factories in the city, where they found chances to learn trades, and where they secured steady positions. A number of men past fifty years of age were placed in institutions, where they obtained a small wage in addition to maintenance. Seventy-three of the younger men were placed in positions paying from \$6 to \$9 a week to start; 134 in positions paying \$9 to \$12 a week; 82 in positions paying from \$12 to \$15 a week; 37 in positions paying from \$15 to \$20 a week.

The majority of the other placements were made at wages of from \$15 to \$40 a month, room and board. A few men placed by the Bureau returned to report, a few weeks later, that they were earning from \$25 to \$30 a week, in the ammunition factories. The high wages thus earned made it difficult to place them later, at a wage that would satisfy them. Of the 149 men who applied and were not placed, 23 refused the work offered. Jobs were secured for 46 others, which they declined to take. Fifty-one others called at the Bureau only once, and not finding at once a job to suit them, did not return a second time. Some other applicants were too old, sick or intoxicated to be proper applicants for work when they called, or they refused to give information necessary for placement. Of the 658 applicants, 433 came with some card or letter to the Prison Association or to the Employment Secretary, while the remainder applied personally without introduction.

A prominent feature of the work of the Bureau for the year has been a very practical form of cooperation with the Parole Commission of the Department of Correction of New York City, for whom 170 placements in all were made. The Parole Commission began its work on January 1, 1916. Its function is to place at the proper time on parole, and to otherwise assist during the parole period, those inmates of the Department of Correction who have indeterminate sentences. The equipment of the Parole Commission in parole officers has been scanty, and the great mass of work necessary to the successful operation of the parole work has necessitated the cooperation of private charitable societies.

This Prison Association offered at the outset of the Parole Commission's work to assist in every practical way, and the Commission has depended upon the Association far more than upon any other agency in the matter of employment and relief of applicants.

Many of the men referred by the Commission to the Association were young fellows from the New York City Reformatory. It has not been found especially difficult to place these young men.

The daily intimate experiences of Mr. Blatchly, the employment secretary, with those men who need his help, are most interesting, and often very encouraging. The work seems well worth while when, a year after a poor undersized Russian Jew, who had passed six years in prison, had been sent to a job at \$10 a week, it was learned from the man's employer that he was still working for the same firm, and that he was as good a man as the firm had had in thirty-five years. Furthermore, the ex-prisoner was being trusted implicitly. This same released prisoner, on coming out of Sing Sing, had insisted at first that he could not possibly take a position under \$15 a week.

A lad of 21, just down from the New York City Reformatory in Orange County, where he had served ten months for larceny, came to Mr. Blatchly in the fall of 1916. He was typical of many of the applicants for help. He was born in Austria and had been in New York ten years. He was only five feet three inches in height and weighed but 120 pounds. He was a first offender. The employment secretary got in touch with the man who made the charge of larceny against him, and the former employer was persuaded to help secure a position for the lad. In a short time the young fellow was working in one of the department stores of the city.

Not all the young fellows make good in this way. Another lad from the City Reformatory came to us, who had never done any work except as a messenger. On the day of his application to the Bureau, a job was gotten for him in a restaurant. Three days later the boy had already left his work. He then secured a job near his home, and gave that up also. We secured another job for him, this time in a large factory. In a month he had thrown up that job, also, but claimed to have still another job, a statement that proved to be false. We referred the boy to several other employers, and the lad did not return. He was finally sent by an agricultural bureau to the country to work. Two weeks later we

learned that he had departed from that place, taking a number of articles of small value. That is the last we have heard of this lad. We did not fail to try our best to help him, but he failed in helping himself when the chances came his way.

Not only State prisoners, but those from the New York City Workhouse come to our employment bureau. A man of 38, with one leg off above the knee, was brought to the Association by a parole officer of the Parole Commission of the city. He had just served a sentence for vagrancy and begging, and admitted having "been away" on several previous occasions. But the man seemed very earnest, wanting to get work and care for himself. The Employment Secretary found a job for him, where he could assemble small pieces of machinery while sitting at a bench.

The "ex-vagrant" held this position, giving satisfactory service until the annual inventory, when he was laid off. Then, through a cooperating agency, we secured a second job for the man, who was now fired with enthusiasm for the new kind of life he was leading. Meanwhile, we were providing lodging and meals for him. After the inventory, the first employer wanted the man back; the former workhouse inmate went back to his first job, and is there at present writing. Before he came to the Prison Association he was an expense and a burden to the community, and useless to himself. Such work by an employment bureau is worth while in human dividends.

Looking to the future, it is clear that the systematic effort which the Prison Association has made during the last year to secure work for released prisoners returning to their homes in New York City should be extended to the whole State. The Association already has plans for the organization of groups of employers and others in upstate cities and towns, who will cooperate in giving work to ex-prisoners returning to their homes.

The following is a statistical summary of the work of the Employment Bureau from October 4, 1915 to September 30, 1916:

Number of ex-prisoners calling for work.....		658
Total work secured.....	407	
Additional men reported working.....	98	
Transportation furnished to work.....	4	
Total known to be working.....		599

Did not return for placement.....	40	
Called but once.....	51	
Refused work offered.....	23	
Work secured; not taken.....	46	
Refused references or information.....	4	
Pending.....	26	
Too old, sick, or intoxicated.....	12	
	202	
Less re-applications placed.....	53	149
Total.....	658	658
<i>Times Convicted</i>		
First time.....	389	
Second time.....	124	
Third time.....	49	
Fourth or more times.....	80	
Not known or not convicted.....	16	
Total.....	658	
<i>Ages</i>		
From 16 to 30 years.....	416	
From 31 to 40 years.....	133	
From 41 to 50 years.....	65	
From 51 to 60 years.....	25	
61 and over.....	19	
Total.....	658	
<i>Sources of Applications</i>		
Referred from all sources.....	433	
Personal calls.....	225	
Total.....	658	
<i>Wages Received</i>		
\$6.00 to \$9.00 per week.....	73	
\$9.00 to \$12.00 per week.....	134	
\$12.00 to \$15.00 per week.....	82	

\$15.00 to \$20.00 per week.....	37
\$25.00 to \$40.00 per month, room and board.....	14
\$20.00 to 25.00 per month, room and board.....	22
\$15.00 to \$20.00 per month, room and board.....	16
\$10.00 to \$15.00 per month, room and board.....	3
\$45.00 a month and room.....	1
Commission only.....	1
Not stated.....	24
<hr/>	
Total placements.....	407

OUR PAROLE BUREAU

ONE of the most important branches of the work of the Prison Association is its Parole Bureau. Parole is now a well recognized feature of modern penology. Parole of adult offenders began in this State with the establishment of Elmira Reformatory. Parole is a period of conditional freedom, which follows a term of imprisonment. For instance, an inmate is sentenced to prison with a certain minimum and maximum term. An example of this would be a sentence of one year minimum and ten years maximum. At any time after the expiration of the minimum sentence, the prisoner may, if his conduct, work and other qualifications have proved satisfactory to the Parole Board, be paroled, or in other words, be released with the requirements that he report to his parole officer at stated intervals and otherwise obey the rules and regulations laid down by the Board of Parole.

The parole period is a time during which the former inmate can test his ability to be outside of prison walls and to merge properly again into industrial and social life. The parole officer should be one of the most sagacious and helpful friends to the released inmates. The parole period is a necessary sequence to the indeterminate period of the prisoner's sentence.

Our parole work for the State prisons has developed very gratifyingly. Two agents of the Prison Association are giving all their time to helping released and discharged prisoners. It is impossible to measure on any cash basis the enormous value of the "friend in need" to the prisoner just entering the world again. The following summary shows (so far as statistics can represent it) the volume of work done by the Parole Bureau during the fiscal year ending September 30, 1916:

On parole to us from State prisons.....	229
Calls for men on parole.....	736
Visits made by agents to places of work, homes, etc.....	1,698
Prisoners (discharged, not paroled) helped.....	824
Meals given.....	4,630
Lodgings given.....	1,201
Garments, shoes, etc., given.....	301
Employment found (exclusive of Special Employment Bureau).....	40

The work includes the general supervision of paroled men, which means visiting them at their homes and at their places of work when feasible. Whenever needed, friendly advice is given, and in a number of instances the Parole Bureau has been successful in effecting friendly relations between the released men and their families. The Parole Bureau works in closest cooperation with our special Employment Bureau. All applicants for relief coming to the Prison Association are interviewed and are aided as the merits of the case may require. No worthy released prisoner has been denied relief when it was possible to verify that he has been an inmate of a prison. In conjunction with this work a large number of people have been interviewed who are desirous of obtaining information concerning relatives confined in the different State and county institutions.

The most important point of the parole work is the guiding of the men released from prison. Supervision in this connection means far more than merely an official duty. It is a friendly controlling of the future steps of the released man, beginning at the prison gate. The released inmate finds upon entering the world new conditions; he needs advice; he is possibly on bad terms with his family or relatives owing to his downfall, and the parole officer succeeds many a time in re-uniting families. Positions for the paroled man are secured through close cooperation with our employment bureau, and in case of need relief is given. Discharged prisoners requiring help are also aided, and never is anyone denied some form of help if he can show that he was once an inmate of a prison. In fact, the parole officer's duties are manifold, and cannot be limited to the mere supervising of men on parole; he is the friend of the prisoner while still confined, he keeps him, while still in prison, in contact with the outside world, preparing, guiding and directing his steps at the time of his appearance before the Board of Parole, and his release. In short, the parole officer is the friendly mediator between the law-breaker and society.

Statistics fail to give the human element in such daily work as that of our parole agents. We quote from several letters from men we have had on parole:

"I can't find words to express my thanks for the kindness you have shown me while under your supervision——If others would pay more attention to your instructions and advice, there would be a larger majority walking free today. I owe my success entirely



Why Doesn't Father Come Home?

to you and my wife, because a good many times when work was slack, I become very despondent. May God bless and help you in this good work.

"Trust that you are well I am getting along nicely. How is all the boys behaving hope you are not having any trouble with any of them. I want you to keep me on Parole always. It does my heart good to report to you because I am leading a good clean life and am not ashamed or afraid I don't feel as if I have ever been to prison have almost forgotten the place but can never forget the People, Supt. Riley, Warden Homer, and Major Chatfield as well yourself, all good men just as soon as I am able I am going to give them at Comstock a little surprise. Write and let me know how you are.

"This is the stock season here, so I may not stay. If I leave you shall be the first to know it—for you know the Mutual Welfare League taught us all to 'play fair with the man who plays fair with you even if he does represent the law'—well I certainly must say that I have at all times found you willing to play fair. A thing not altogether usual in these days of scrupulous law enforcement.

"You have been a father to me, and I promise you that from time to time I will let you know how I am getting along—Please forgive me I did not write you sooner. You know that I cannot write and have to wait some good man, good will, and Italian people are few that knows English."

THOSE WHO ARE LEFT BEHIND

WE doubt whether any part of our work moves the heart-strings as does the relief work of Mrs. Rodgers and her assistant with the wives and children of prisoners. The keynote of the service is struck in the following letter:

October 27, 1916.

N. Y. City.

"Mrs. Rodgers:

I am very thankful for your kindness to my Wife and family while I was away but thank God I am home with them and I am going to do all I can to make them happy and try to get my Wife help again for her, well Mrs. Rodgers my wife received that money order you send her today, and I assure you we did need it very bad. Mrs. Rodgers I have gone back to my old job and with God help I will do better to keep it thanking you very much for all you have done for my Wife and family while I was away.

I remain
_____,"

The deplorable fact is that in hundreds of cases, in the course of a year, the removal of the bread-winner of a family, through his prison sentence, suddenly and mercilessly thrusts the family into poverty. Often the pitiful group, composed of mother and several small children, is in bewildered despair. For only too often it is not a family that would under the usual conditions become poverty-stricken. When the breadwinner was not yet taken away he was supporting his family. Now, suddenly, all is changed, and the wife comes with her babies to the Prison Association for help.

With these stricken people our policy is just as liberal as our funds, and our common sense, will allow. We emphatically do not believe that the relief of such a family should be used as a disciplinary measure. While in many instances the wife must go to work, it is not necessary that she shall learn the lesson that her present plight has come through her own, or her husband's idleness, for it has not. Therefore, we have for many years felt that the prisoner's family, left behind, should be so maintained,

through their own efforts and ours, that they may maintain so far as possible the standard of living they were following when the man was sent away.

But we can at present aid only a portion of the families that come to us. Funds are not sufficient. Here is peculiarly a chance for those who want to help families, and have the desire that their entire contribution shall be expended for relief.

We feel optimistic about the results we obtain with "our families." Mrs. Rodgers is very sympathetic, and her years of intensely human experiences with her families have equipped her excellently for this ministering service. We can do no better than to cite a few of the successes that have come to our representative in her work.

The Parole Board of the State of New York referred the family of C. D. to us. The man of the family is serving a term of two and one-half years in Sing Sing. The wife had one baby, and was expecting the advent of another. During this period we gave the proper care to the wife, and the rent of \$10 a month is being paid by the Prison Association. Another charitable association cooperates in supplying food and clothing to the little family. Up to date, \$76.00 has been expended by the Prison Association for the family.

Another family needed our help. The man was also serving two years in Sing Sing. The wife and one child lived with the woman's elderly parents, in three rooms where they pay half rent of \$8.00 a month, in return for their services as janitors. The woman was shortly to be confined. The woman's brother earns, at the age of seventeen, \$6.00 a week, this being the only income for a family of five. Hospital care was secured for the woman during confinement, and light work for the father. Up to date, the Prison Association has invested \$170 in this family.

The Parole Commission of the City of New York reported to us that a certain family was in dire need because the man was in the Penitentiary on Blackwell's Island. There was a wife, and four little children, who were living in four rooms, the family receiving rent free in return for janitor service. Through doing washing for tenants the woman could earn about \$3.00 a week. We have been "investing" \$4.00 a week in this family, and up to date \$170 have been expended.

Another family came to us with seven children, ranging in age from 3 to 15 years. They had rent of \$15 a month to pay. The

husband was in the Penitentiary for nine months. Previous to his arrest for counterfeiting, he had been employed by one concern for nine years.

The wife found work as a dressmaker at about \$8.00 a week. The four eldest children attended school and the three youngest were placed in a day nursery while the mother went to work.

When the oldest child reached the age of 16, the mother found work for her where she herself was working, at \$3.00 a week, making the family income \$11.00 a week. The Prison Association paid \$10.00 a month toward the rent, and another charitable society paid the other five dollars. When necessary, the Association also aided with food and clothing. We were able to "close the case" in July, 1916, after the man came out of prison, and after we had "invested" \$120.00 in the family. The man found work at \$16.00 a week.

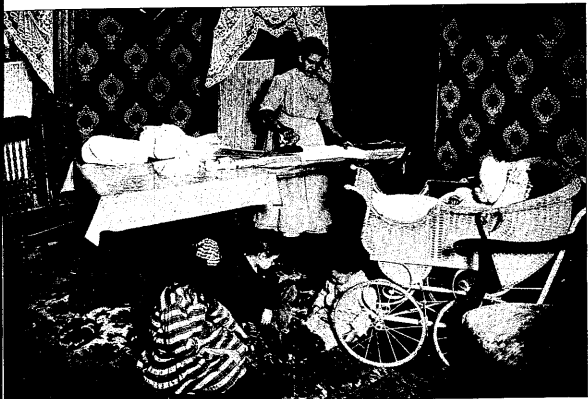
During the year ending September 30, 1916, there were 308 families of prisoners under the care of the Relief Bureau. The Relief Agent made 1570 visits to these families, and in their interests, and over \$4000 was given in material relief.

At Thanksgiving and at Christmas the customary "holiday baskets" were given, the expenses of the gifts being met by private and separate contributions.

As a considerable assistance to the Relief Bureau, there is a monthly meeting of an auxiliary relief committee, under the chairmanship of Mr. Alexander M. Hadden. Many of the members of the committee contribute in different ways towards the Relief Bureau. The membership is as follows:

MEMBERS OF THE RELIEF COMMITTEE OF THE PRISON ASSOCIATION

Mrs. Charles C. Auchincloss	Mrs. E. O. Holter
Mrs. Jose Aymar	Miss Juliet K. Hood
Miss Mary E. Bangs	Mrs. R. M. Hurd
Mrs. Abraham Bijur	Mrs. Charles Kaufman
Miss Helen Garretson	Mrs. Herbert H. Lehman
Mrs. Alexander M. Hadden	Mr. O. F. Lewis
Mrs. Harold F. Hadden	Miss Alice Lindley
Mr. John A. Hadden	Miss Helen A. Loring
Mrs. John A. Hadden	Mrs. B. H. Mautner
Mrs. E. Trowbridge Hall	Miss Mary Norrie
Mrs. Brady Harris	Miss Frances Ogden
Mrs. James C. Higgins	Mrs. F. D. Pavey



One of the Families under Care of the Prison Association.

Mrs. R. S. Pierrepont
Mrs. Frank Presbrey
Mr. H. B. Rodgers
Mrs. H. B. Rodgers
Mrs. Howland Russell
Mrs. Dean Sage
Mrs. P. J. Sands

Mrs. G. S. Scott
Miss Alice Smith
Mrs. Edwards Spencer
Mrs. H. E. Townley
Mrs. S. K. Walker
Miss C. P. White

OUR PROBATION BUREAU

FOR nearly a quarter of a century Mr. D. E. Kimball, as the representative of this Association, has acted as "friend in need" in the Court of General Sessions and in the Tombs of this city. After probation was established for adult offenders, Mr. Kimball was appointed by the Association probation officer in General Sessions. The Association has in actuality loaned Mr. Kimball's services in the Court of General Sessions. During the fiscal year ending September 30, 1916, 379 persons were on probation to him, and 603 investigations were made by Mr. Kimball or his assistant.

The probation officer is by no means simply an investigator. The probation officer's duty is but begun when he or she has gotten the most essential facts. The real probation officer must be wise and patient, painstaking, stern, sympathetic, long-suffering, diplomatic and courageous. The judge upon the bench must depend to a considerable extent upon the probation officer for his information prior to the sentencing of a prisoner. Upon the breadth and depth of vision of a probation officer depends to a considerable extent the degree of increase or decrease of crime among those committed to him for supervision.

THE CHAUFFEUR WHO MADE GOOD

This young man was thirty-two years old, married, with an absolutely clean record. He was a handsome six-footer, and in addition to being a chauffeur was a competent automobile mechanic; he could take any car apart and put it together again, and because of his exceptional ability and pleasant ways he had little difficulty in obtaining employment with the best families in the city. Charged with stealing a six thousand dollar automobile, he was convicted. Because of his excellent references Judge Rosalsky suspended sentence and placed him on probation in the custody of this Association.

We have letters and names of European persons of rank who gave him an excellent reputation for ability and honesty. On his release, he firmly insisted that he was absolutely guiltless and was the victim of circumstances. He said he could have cleared him-

self at the trial had the name of a woman been brought into the transaction.

In a short time he obtained work in his line of business with a very wealthy man and made daily trips between his employer's country residence and this city. Some enemy told the employer that the young man was a former "jail-bird," but the employer was loth to believe such to be the truth, and said he was the finest man he had ever had in his employ. He immediately, at great expense, secured the services of a private detective who spent weeks in running the case down, and called on our agent for such information as he had; as a result of such investigation, the detective agency found that the young man's story was true. He was not guilty of any crime whatsoever, and was a victim of what was practically a conspiracy. His employer instead of discharging him, raised his pay but that did not hold him, as he was sensitive and secured another place. After a short time the second employer thought so much of him that he sold him a very fine limousine car at a very low price and the young man is now in business on his own account and earns from seventy-five to a hundred dollars a week.

SAVING A USEFUL MAN

A young clerk in a wholesale house that manufactures men's clothing had great business ability. He had held very good positions and had never been accused of dishonesty or incompetence. He had been for eight years in the service of the company that made the charge of forgery against him, the manipulation of his accounts in such a way as to show a shortage of over \$700. He had been a good fellow among his lodge companions, and the money was squandered on the "great white way."

When found in the Tombs the young man was exceedingly penitent. He said that he had the ability to make good and would pay back every cent, if he had the chance. With some reluctance, Judge Wadhams suspended sentence and put him on probation on our custody with the admonition that if he failed to make restitution in installments he would certainly send him to State Prison. The clerk went to work; fortunately for him, labor conditions were such that he had little difficulty in getting a fresh start, because of his knowledge of "big business," and his excellent appearance.

At the time of writing this report, he had completed restitution, and every dollar that he took from his employer was

restored. Instead of being a hopeless convict just out of State Prison, he is today a self-respecting man who has learned a severe lesson.

THE PULLMAN PORTER

A young colored man thirty years of age, married, was the sole support of a wife, two children and an aged mother. He was found in the City Prison charged with larceny; he had been a Pullman porter for some years and up to the time of his downfall had had an absolutely clean record. He was educated, intelligent and industrious, and investigation showed that he earned the good opinion of all who had had any dealings with him before he surrendered to momentary temptation, and kept some property which he had found in the Pullman car of which he was the porter.

Our agent consulted with the Pullman Company, who said they were very sorry for him, as he was one of their best men. We found that a few months before he committed the crime he turned into the office of the Company jewelry valued at some thousand dollars, and \$305.00 in cash, which he had found in another car than his own. The secretary of the company said that he might easily have kept this money and jewelry and that the blame would have fallen on the porter of the car in which the valuables had been found, and for that reason the company was inclined to recommend him to the Court's mercy. He regretted however, that it would be contrary to the discipline of the office to re-employ a man whose services had been dispensed with under such circumstances.

Before his employment with the Pullman Company he was an elevator attendant in a fine apartment house, and the tenants of that house voluntarily came to court to testify that he was a superior man, had no bad habits, and spent all his spare time in studying history. The judge mercifully allowed him to go in our custody, and other employment was secured for him. A short time after that, at the request of the complaining witness in the case, and on our agent's urging such action, the Pullman Company re-instated him in their employ and he is now earning a good living.

During the year the question has continued to be raised as to the best method of conducting probation in the Court of General Sessions. The Prison Association has adhered to its policy, announced in previous reports, that appointments of pro-

bation officers in the Court of General Sessions should follow, in the matter of appointment, the trend throughout the State of New York, which is the appointment of probation officers from civil service lists and the maintenance of such officers at city expense. These officers, moreover, should be directly and wholly responsible to the court. Examinations held for the position of probation officer, particularly the most recent examinations held by the Municipal Civil Service Commission in New York City, have proved that efficient probation officers may be secured by such methods. We have recognized the devotion of probation officers provided by private charitable organizations, and have regretted being obliged to differ from other organizations furnishing probation officers in General Sessions. It has been with us solely a matter of principle and not a lack of appreciation of the services rendered by the several societies.

SUMMARY, 1902 TO 1916, INCLUSIVE

Cases investigated from 1902 to 1916	8,901	
Released on probation	2,339	
Amount of restitution passed through our hands	\$14,828 18	
Average age of probationer	26	
Number of cases on probation October 1, 1915	191	
Number of cases received on probation during the year	188	
Total	379	
Number of cases passed from probationary oversight ..	150	
Number of cases remaining on probation, October 1, 1916	229	
	Number of cases investigated	Number received on probation
1902	473	71
1903	497	138
1904	456	185
1905	542	152
1906	618	197
1907	772	272

	Number of cases investigated	Number received on probation
1908.....	1,051	277
1909.....	589	185
1910.....	575	117
1911.....	534	131
1912.....	446	57
1913.....	599	79
1914.....	560	109
1915.....	586	171
1916.....	603	188
Total.....	<u>8,901</u>	<u>2,339</u>



The Only Exercise Space in a Certain County Jail. Is a County Farm Prison Better?



Indiana State Penal Farm. Prisoners Going to Work on Farm.

OUR BUREAU OF INSPECTION AND RESEARCH

(June 1913 to December 1916, inclusive.)

IN 1913, the Prison Association established a Bureau of Inspection and Research. A special fund for the three years' employment of two assistant secretaries was guaranteed through the generous support of Messrs. E. S. Harkness, Cleveland H. Dodge, Jacob H. Schiff, Dean Sage, F. M. Warburg, Samuel Untermyer, Richard M. Hurd, and Frank A. Vanderlip.

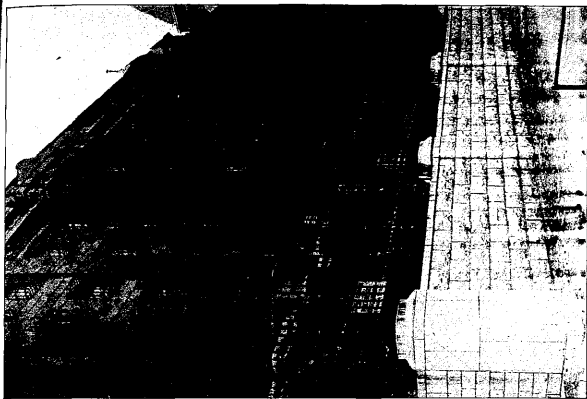
Two assistant secretaries, Mr. Philip Klein and Mr. E. R. Cass, were appointed in 1913. Mr. Klein was a graduate of the two years' course of the New York School of Philanthropy, and made a special study during the second year, of reformatories in New York and New Jersey. Mr. Cass was for several years actively engaged in important work with boys as assistant superintendent of the Newsboys' Lodging House on Chambers Street, New York City. He was also for nine months a member of the staff of the Five Points House of Industry, and for two seasons directed boys camps for the Children's Aid Society. One of the assistant secretaries, Mr. Klein, gave the major portion of his time to the intensive study of the correctional institutions within the City of New York. Mr. Cass gave similarly the major portion of his time to the inspection and study of the correctional institutions outside the Greater City. The Bureau has operated under the general direction and supervision of the General Secretary, Mr. Lewis.

The three years have produced a quantity of increasingly valuable work in the Bureau. During the first year, in addition to the many regular inspections of institutions, the following special studies and activities occurred:

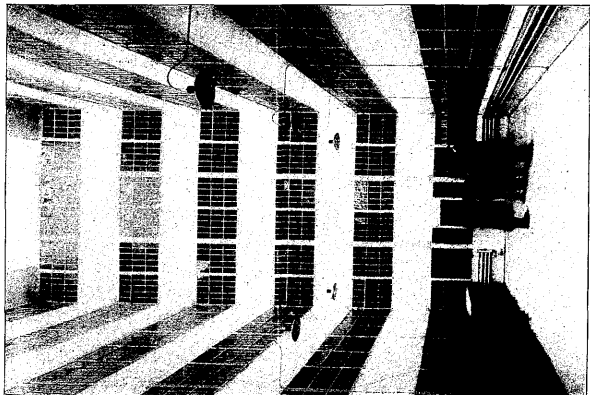
1. A study of the Tombs Prison, resulting in a report of over 100 pages, submitted to the Department of Correction.
2. A study of the industries of the Department of Correction. Continued during 1914.
3. Special study of the treatment of insane in city prisons.
4. Analysis of budgetary requests of Department of Correction.
5. Cooperation with School of Philanthropy in planning a course on criminal statistics.

During the following two years the Bureau produced a number of comprehensive studies, among them the following:

1. Methods of employing State and county prisoners on highway work.
2. Development of a comprehensive medical service in the Department of Correction, New York City.
3. Cooperation in study of Layout of City Reformatory Buildings, New Hampton Farms.
4. Cooperation in study of Layout of Buildings, Westchester County Penitentiary.
5. Layout of Buildings, Hart's Island Penitentiary.
6. Cooperation in plan of construction, Erie County Jail.
7. Plans for a State Industrial Farm Prison.
8. Cooperation in organization and management of Prison Exhibit, winter of 1915-16.
9. Work of introduction of libraries in all county jails of the State in cooperation with and supported by the New York Jail Library Committee; organization and installation of libraries in City Prison Queens, Penitentiary and Workhouse, and preliminary step for the extension of same through the institutions of the Department of Correction, in cooperation with New York Public Library and Queens Borough Public Library.
10. Cooperation with Commissioner of Accounts, New York City, in organization of methods of parole administration.
11. Legislative work as follows:
 - a. Investigation and action upon bills introduced into the Legislature, affecting the field of work of the Prison Association, under direction of sub-committees of the Executive Committee of the Association.
 - b. Introduction of bills, and campaigning for their enactment in Albany.
12. Lectures, addresses, etc.
13. Inspection and investigation leading to the eventual transfer of jurisdiction over the House of Detention, New York County, from Police Department to Department of Correction.
14. Cooperation with Police Department in inspecting some thirty police stations, with general recommendations as to the conditions and use of station houses and houses for detention purposes.



Exterior, New Erie County Jail.



Interior Hall, New Erie County Jail.

15. Gathering of material and preparation thereof for drafting of legislation in respect to the following:

- a. The redistribution of the prison population in State prisons and reformatories.
- b. Reorganization of parole work for State prisons.
- c. Introduction of a different system of providing for and preparation of food for inmates of the State prisons.
- d. Amendment of laws relating to the treatment of insane criminals.

16. In all inspection and investigation work, the following-up of recommendations in every practicable manner.

17. As information bureau for requests of all nature from all parts of the State and from other States.

18. Cooperation in planning for the establishment of a clearing house on Blackwell's Island.

19. Cooperation in the formulation of plans in treatment for the feeble-minded delinquent.

The above special studies have been made, in addition to the routine daily work of the Bureau of Inspection and Research. The activity of the Bureau in visiting and inspection of the correctional institutions within the State is evidenced by the following table:

NUMBER OF INSPECTIONS MADE BY BUREAU BETWEEN JUNE
1913 AND SEPTEMBER 1916

Institutions	Total
County Jails	349
County Penitentiaries	24
Lockups	41
Institutions State Prison Department.....	39
Reformatories	26
Department of Correction.....	84
Miscellaneous Camps and Farms.....	12

575

In addition to the above, between 60 and 100 visits, not definitely recorded as inspections, were made for the purpose of special studies, inspection of special points or matters, interviews, etc.

Noticeable improvements have been made in the equipment, cleanliness and administration of jails and penitentiaries in the

following counties, in many instances directly because of the inspections and recommendations of the Prison Association.

Monroe Jail.—Additional equipment, such as shower baths, new toilets, mattresses, aluminum eating utensils. Also painting and thorough cleaning.

Monroe Penitentiary.—Additional equipment, such as sheets and pillow-cases, bucket-house for daily airing of buckets instead of keeping them in cells. Daily exercise of idle men, Sunday exercise period. Regular morning and afternoon talking periods. Abolition of striped uniforms, ball and chain. Establishment of receiving quarters; separation of minors in cellhall and shop buildings.

Onondaga Penitentiary.—Abolition of chains for runaways; discontinuance of striped uniforms. Renovation of punishment cells. Increase of salaries for helpers.

Ulster Jail.—Better supervision; assignment of prisoners; cleanliness.

Columbia.—New jail.

Seneca.—New jail.

Erie.—New jail.

Erie Penitentiary.—Abolition of punishment cells in cellblock of south hall. Increase of staff of keepers. Better arrangement for serving food warm to prisoners of west hall.

Chautauqua.—Renovation of part of the jail.

Ontario.—Renovation of part of the jail.

Cattaraugus.—Renovation and added equipment.

Schenectady.—New jail, increased staff.

Sullivan.—Added equipment.

Schuyler.—Plan to renovate and enlarge present jail.

Cortland.—Planning to construct new jail and provide county jail farm.

Wayne.—Planning to renovate and enlarge present jail.

Oswego.—Abandoned its old jail at Pulaski.

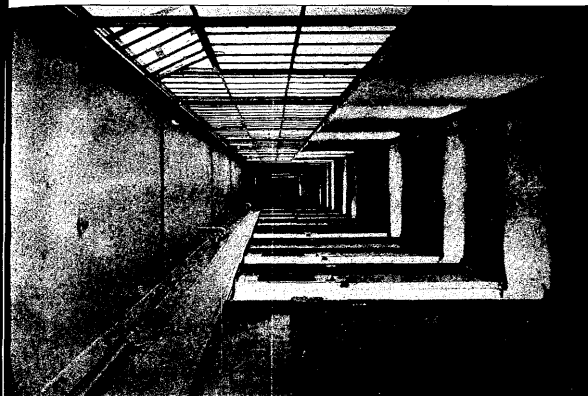
Tompkins.—Renovation in the jail, and a jail yard provided and used.

Warren.—Improved equipment.

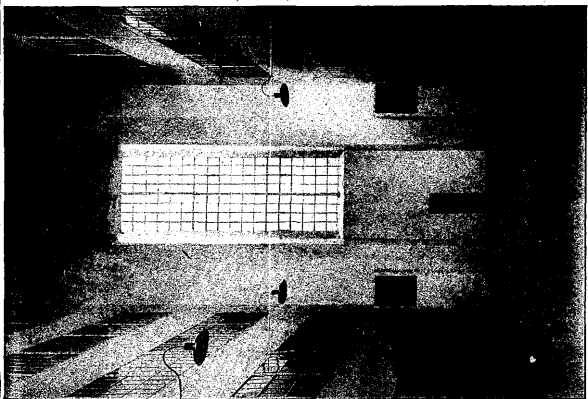
Clinton.—Plans have been made and approved for renovation of the present jail. Further plan to buy farm for sentenced prisoners.

Albany.—Thorough house-cleaning, and added equipment.

Albany Penitentiary.—Improvement of punishment cells; substitution of oil paint for whitewash for cells; discontinuance of striped uniforms.



Cell Corridor, New Erie County Jail



Central Mess Room, New Erie County Jail.

Oneida.—Jails at Utica and Rome to be improved.

Delaware.—Thorough house-cleaning.

The changes in the above counties have been along the following lines:

1. New jails.
2. Better accommodations for females and minors.
3. New toilet equipment.
4. Messhalls.
5. Reception quarters equipped with shower baths and fumigating apparatus.
6. Prisoners supplied with overalls, shirts and socks while in the jail, thus saving their own clothing.
7. Agateware, crockery and tin eating utensils have been replaced by aluminum ware.
8. Sheets and pillow-cases added to bedding.
9. Frequent washing of blankets.
10. Increased number of meals and better variety of food.
11. Abandonment of undesirable jails.
12. Discontinuance of fee system or part survivals of it.
13. A closer and stricter supervision of female prisoners.
14. Abandonment of dungeon cells, ball and chain, chains.
15. The imparting of much useful knowledge to sheriffs and jailers so as to promote their efficiency.
16. The installation of visiting screens.
17. Improved methods of discipline.
18. Discontinuance of unlawful contracts as in the case of Jefferson and Oswego Counties.
19. Additional grand jury sessions, particularly in Franklin, Richmond and Tompkins Counties.
20. Abolition of striped uniforms, Monroe, Albany, Onondaga Counties.
21. Outdoor exercising.
22. Painting.

In the following counties, employment has been established for prisoners, or the old form of employment improved:

Oswego County.—Ninety-acre farm now under direct supervision of the sheriff, bringing about better results for the county, and increase in the employment of prisoners.

St. Lawrence County.—Five to 25 prisoners employed on a 40-acre farm. Reduction of weekly per capita maintenance of 38 cents for the year of 1915.

Suffolk County.—Prisoners now employed on the highways and in preparing County Tuberculosis Hospital site.

Broome, Chenango, Tioga, Livingston, Genesee Counties.—Prisoners now employed on the County Poorhouse Farms.

Tioga, Livingston, Tompkins, Orange Counties.—Board of Supervisors have authorized the employment of prisoners on the highways.

Franklin County.—Purchased a 30-acre farm and also employs its prisoners on the highways.

Madison County.—Authorities, satisfied with the results obtained on the few acres adjacent to the jail, have permitted the sheriff to rent additional acreage so as to increase the farm work.

Erie County.—Penitentiary farm being developed. Usual population about 140 inmates under the supervision of six keepers during the day and during the night one watchman. Sixty-four escapes in two years. All but 11 apprehended. One hundred prisoners employed at present on the highways, each man receiving 10 cents per day for his labor.

Nassau County.—Farm acreage increased.

Niagara County.—Employs its prisoners on the city stone crushing plant and also on the highways. The county receives 25 cents a day per prisoner from the city for the labor of the prisoners on the city stone crusher. Plan to send sentenced prisoners to old county poorhouse farm.

Monroe County.—Has about 500 acres of farm land. During the spring and summer employs from 90 to 100 men in the open.

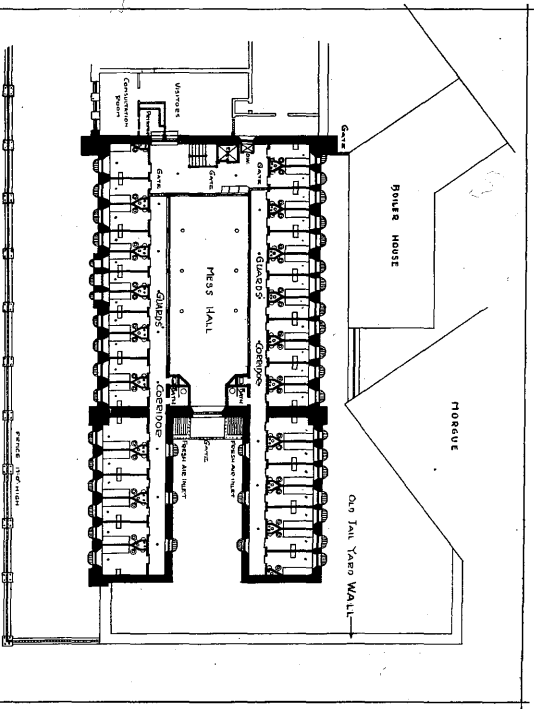
Warren County.—When the jail population permits, employs its prisoners improving highways, cleaning the streets in the village of Lake George and also improving public park land in the village.

Ulster County.—Some of the prisoners employed in grading on the land adjacent to the jail.

Cortland County.—Supervisors' Committee in favor of a new jail and also the employment of prisoners on a farm.

Ontario County.—Has made contract with the town of Canandaigua for the disposition of broken stone.

Jefferson County.—Satisfactorily employs its prisoners at farming on part of a tuberculosis farm, and for the winter of 1916 will employ the labor of the prisoners on preparing material for roads



SEALS, 1/2" ONE FOOT
 TYPICAL FLOOR PLAN OF RE-MODELED
 ERIE COUNTY JAIL.
 OUTSIDE CELLS.

CREWS K. BORTER'S SONS,
 ARCHITECTS,
 BUFFALO, NEW YORK.

on the tuberculosis site. Much work has been done by the prisoners on this site in improving and clearing the land, removing old fences, constructing new ones, etc.

Oneida County.—About 231 acres of additional land adjacent to the County Home property purchased and prisoners sent to the Rome jail will be employed on this land.

Essex County.—Board of Supervisors have purchased a 257-acre farm, the largest jail farm in the State. About 87 acres can be used for farming; the remainder is available for timber and quarry. The farm is about two miles from the jail. Prisoners go to and from the jail each day.

THE PRINCIPLE OF COOPERATION

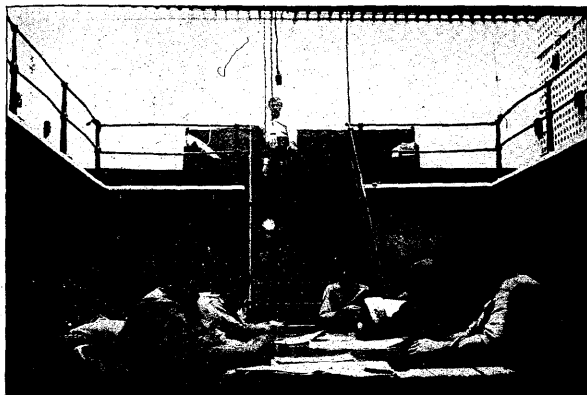
NOT infrequently the question is asked why the Prison Association is not "more conspicuous." Developments in prison betterment occur, along lines advocated by the Association, and yet good friends of the Association ask at times why the Society does not under such circumstances appear as a prominent factor in the innovation or change.

The answer is easily made. The policy of this Association is to work quietly, but persistently, for reform in the full and broad sense of the term. An analysis of all recent reform movements in this State will show the Prison Association taking a prominent, and often a leading part. On the other hand, this Society learned many years ago that reforms *must be, in the last analysis, made by official bodies controlling the conditions that call for reform.* The Prison Association is a private charitable Society whose function is to make suggestions, and to be at all times a center of accurate information.

Consequently, through the seventy years of the life of the Prison Association, the Society has learned the high value both to the State and the community of the quiet, often unproclaimed cooperation of the Association with those authorities in whose hands lies the power to make changes. The other method, that of self-advertising in public places, does not appeal to the Prison Association. We conceive our duty to be, not primarily to impress upon the public the high importance of our own tasks, and incidentally of ourselves, but *to get results.* We are confident that such statements as we issue in our annual reports will convince our members of the reasonableness of our position.

We do not, however, forego proper opportunities to state our functions and our work. By addresses and lectures, by attendance at conferences and other gatherings, by participation on committees, and especially by serving increasingly as a central bureau of information, not only for this but for other States, the Prison Association becomes better known each year as a sane, and unassuming, society for prison reform.

At the annual meeting of the Prison Association in January, 1916, the membership of the Executive Committee was divided



A Typical "Pit" in Old Jail Construction.



Typical "Outside Cells," New Erie County Jail.

into four classes according to years. So far as possible, an equal number of members were designated for each of the classes, it being thus planned that *not more than one-fourth* of the members of the Executive Committee should be elected in any one year. The new division into classes will be found on page 19 of this report.

During the year the Association has received with regret the resignation of Dr. Felix Adler as a Vice President of the Association. Dr. Adler found it impossible to attend the meetings of the Executive Committee, and withdrew from the position of vice president, although retaining his substantial interest in the Association's work. Dr. George W. Kirchwey has been elected to fill the vacancy.

The resignation of Mr. John Seely Ward as Treasurer of the Prison Association came after many years' devoted service in that office. Mr. Ward retains his membership in the Executive Committee, but is relieved of the Treasurership, which was but one of his many similar activities in charitable organizations of this city. His position has been filled by Mr. C. C. Auchincloss, already a member of the Executive Committee.

An innovation of especial usefulness was instituted by the General Secretary of the Prison Association in June, 1916, when he called, at the invitation of Elmira Reformatory, a two days' informal conference of correctional workers. The need of such a gathering of executives of institutions, or their representatives, has been felt for some time. The State and City Conferences of Charities and Correction bring together large groups of persons. On the other hand, the intimate discussion by specialists is lacking in such conferences. The Conference at Elmira proved even a surprising success. It was attended by approximately thirty of the chief representatives of correctional institutions in the State. The two days' program embraced the following subjects for discussion: Rejection of Officers to Inmates; Methods of Punishment; Classification; Mental Deficiency; Parole Problems; Best Methods of Employing Inmates.

Novel features of the Conference were the absence of minutes or any stenographic report, the absence of reporters and the absence of set papers.

The round-table conference was found of such value that the New York Conference of Correctional Workers was organized, and at the invitation of Commissioner B. G. Lewis of the Depart-

ment of Correction of New York City, the second Semi-annual Conference will be held in New York in January 1917.

During the year the General Secretary has served on several occasions as expert oral examiner for the State Civil Service Commission and the New York City Civil Service Commission. The increased use of oral examinations as an important factor in securing eligible lists for important positions has been noteworthy during the year. The Prison Association believes that even greater importance should be laid upon the oral examination, which should be preceded by a so-called experience paper setting forth the record of the applicant, and the written paper in which the applicant is given ample opportunity to state his knowledge of principles and methods. It has been found with striking frequency that candidates passing fairly acceptable written papers have proved so lacking in personality as to render them manifestly unsatisfactory in responsible positions in correctional work.

The Prison Association serves to an extent the entire country. There is no central organization which is equipped to supply adequately and with sanity the great demand for information regarding prison reform and the treatment of the offender. Requests come from all parts of the United States and frequently from abroad to the Prison Association for such information. The need of a strong national organization, upon the Board of which shall be expert representatives in the many lines of prison reform and the treatment of the delinquent, is clear. The Prison Association of New York is meanwhile serving as its time and equipment allows.

During the fall and winter of 1916 and 1917 very satisfactory cooperation has developed with the State Federations of Women's Clubs and the National Federation of Women's Clubs, focussing particularly on a campaign for the abolition of county jails. The policy of the Association to cooperate in movements within the broad field of delinquency and the rehabilitation of the offender has led the General Secretary to continue his close relationship with such organizations as the National Board of Review of Motion Pictures, the New York State Committee on Feeble-mindedness, the New York Committee on Drug Evil, and the Bowery Branch of the Young Men's Christian Association.

On the Board of Review of Motion Pictures the Prison Association is represented on the general committee by the General

VOLUME VI, No. 1

THE

JANUARY, 1916

DELINQUENT

A Monthly Periodical, Published by the
PRISON ASSOCIATION OF NEW YORK
at 135 East Fifteenth Street, New York

THIS COPY TEN CENTS

ONE DOLLAR A YEAR

EUGENE SMITH, President

DECATUR M. SAWYER, Secretary

O. F. LEWIS, General Secretary and Editor

Entered as second-class mail matter at New York

THE PRISON EXHIBIT

By O. F. LEWIS

That "Something New Under the Sun" in prison reform is just as necessary for propaganda purposes as in any other field of social service, was the idea of the Joint Committee on Prison Reform, which during the winter of 1915-1916 brought out in New York State undoubtedly the most novel means yet devised for driving home the facts and glaring deficiencies of parts of the prison system of that State. The Prison Exhibit, opened in New York City on January 10th, struck a new note, not only in prison reform but in Exhibits, and *The Delinquent* in this issue outlines a movement that already has developed requests for its presence not only in cities of the Empire State, but also from Philadelphia, Detroit, Chicago, and even from Paris, France.

The basic idea of the Prison Exhibit is simplicity itself. If the people in general won't go to the prisons to see conditions for themselves, bring the prisons to the people! The latter has been done only by descriptions, photographs, lantern slides, or occasional living examples of the products of the prisons. But the Joint Committee on Prison Reform went further, and two

additional methods of publicity, more powerful than any others yet undertaken, were tried: The Exhibit, and the Movies.

Exhibits have made good in recent years along several social lines. Tuberculosis and child labor have shown vividly conditions in cotton mills, and conditions in human lungs. There has also evolved a certain standard of organizing exhibits, and of making the panels. Electrical devices have been used in exhibits after having proved their worth, as advertisers, in front windows of many a store. Even the height and width of panels, their distance from the floor in order to catch best the eye, have been thought out, likewise the proper number of words on a panel, the frequency of pictures, and the devices of the written word to "hit the reader in the face." In short, exhibit-making has become a profession, and therefore, when the Joint Committee on Prison Reform decided to have an exhibit, it promptly cooperated with the Department of Surveys and Exhibits of the Russell Sage Foundation, in New York City.

What is the Joint Committee on Prison Reform? A committee of repre-

Published Monthly by the Prison Association.

Secretary and by Mr. E. Trowbridge Hall, a member of the Executive Committee of the Prison Association. It has been found that a considerable proportion of motion pictures reviewed by the General Committee of the National Board as a court of appeal of the Board relate to problems of crime or misconduct. The experience of the Prison Association has been useful in causing the elimination or recasting of many episodes in such pictures and in the condemnation at times of a picture that would be of serious influence in the community. When it is realized that approximately from 6,000,000 to 7,000,000 persons in this country see motion pictures every day and that the industry is reputed to be the fifth largest in the United States, the importance is apparent of reducing influences on the motion picture screen that tend to crime.

The problem of feeble-mindedness in its relation to crime is so obvious that the Prison Association naturally allies itself with movements looking to the custodial care of the feeble-minded delinquents whose presence in the community is dangerous.

In May 1916, at the invitation of Commissioner Burdette G. Lewis, the General Secretary of the Prison Association became Chairman of a special committee organized to administer the commissaries in the Department of Correction. The purpose of the Committee has been to maintain opportunities in the several institutions of the Department whereby prisoners may purchase at very reasonable rates certain articles of food or other useful things. The Commissary Committee plan to take over the Commissary at the City Prison, Manhattan, but has postponed action until the beginning of 1917. The Commissary at the Penitentiary has produced a small monthly profit, which, according to the rules established by the Commissary Committee, must be used solely for the benefit of inmates of the Department of Correction. During 1917 it is expected that the Commissary will be extended to all the institutions of the Department.

OUR FINANCIAL YEAR

THE members of the Prison Association can be congratulated upon the substantial financial standing of the Society. Since 1910, when our "ten year period of reorganization and development" was announced, the Society's funds have shown a gratifying and consistent increase, paralleling the increased activities of the Association.

Both in annual income and in endowment fund, the Association has made very substantial progress. At the beginning of 1910 our endowment fund totalled \$9,108. At the end of the fiscal year of 1916, our endowment fund was \$96,886. The total assets of the Prison Association on January 1, 1910, were \$42,635. On September 30, 1916, our total assets were \$123,996.

In our yearly income also, the Association has made a gratifying increase. Whereas our income for the year 1909 was \$17,922, the Association's income for the fiscal year ending September 30, 1916, was \$36,176.

The chief elements in the increase of productive endowment and of annual income have been the following: the Smith Ely contribution of \$27,500 in 1911, which was matched dollar for dollar by contributions from members of other friends of the Association; the Dudley Jardine legacy in 1915, of \$10,288; the John Innes Kane Memorial Fund of \$5,000, given by his widow in 1914; the guaranteed contributions of \$15,000 for the Bureau of Inspection and Research, given by a number of members of the Prison Association for the years 1913-1916, and the contributions of the late Mrs. Dean Sage, and her son Mr. Dean Sage, for the establishment of a special employment bureau for released prisoners.

Nevertheless, the annual income of the Prison Association should be materially increased. The contributions for membership and for current expenditures have not increased in recent years in proportion to the income for special activities. The Association can now undertake strong and systematic activities, as it has never been able to before. The field for such a powerful, sane and constructive society as the Prison Association opens before the Association, to a degree never before possible. Public

interest is found on every side. Large movements, affecting the welfare of all prisoners rather than the welfare of the individual inmate or released prisoners, can be undertaken successfully, if only they can be financed.

Our parole work, our relief of prisoners' families, our employment bureau, and our probation activities were never on a sounder basis. It is fair to say that the individual prisoner, in trouble, has never been able to turn to this society with more reasonable expectation of prompt assistance and constructive help than at present. The Association deserves the sincere support of its members and friends.

PROPOSED LEGISLATION FOR 1917

THE Prison Association can this coming year devote more attention to the necessary legislative work than for some years past. More facts are available than heretofore. Some of the needs have become more urgent and pressing and the approach to an organic conception of the State's problem of correction, has made the formulation of a fairly definite program necessary.

An attempt will again be made, of course, to pass the bill abolishing the fee system of feeding prisoners in County jails, where such system still obtains.

The development of public opinion in favor of a receiving and distributing prison at Sing Sing opens up the opportunity for systematic legislation for the establishment, eventually, of a State Department of Correction. The first step in this direction is a law making Sing Sing Prison the receiving and distributing station for all the State prisons, in the sense that all commitments to State prison of male offenders shall be received in the first place, at Sing Sing. The division of the State, therefore, into three parts, each containing a number of judicial districts and each sentencing its State prisoners to a different prison, must be terminated. A bill has been drawn up by the Prison Association, with the aid of the Legislative Drafting Bureau of Columbia University (which has very kindly drafted this and other bills planned by the Association), for the purpose of constituting Sing Sing such a receiving and distributing station, and requiring the commitment of all persons so sentenced to Sing Sing in the first instance. Whether a bill of this nature will be introduced, depends upon the action of the Commission on New Prisons appointed by Governor Whitman, which has had in charge the whole matter of the disposition of Sing Sing and the establishment of a new State prison. It is felt that the necessary legislation to provide for a system within the State prisons by which Sing Sing will act in all respects as a clearing house, is primarily the concern of that Commission.

The Prison Association holds however, that Sing Sing should eventually be the clearing house for all the State institutions for male prisoners. A bill has, therefore, been drafted to require

such use of the Sing Sing clearing house for persons sentenced to the Elmira Reformatory as well. This bill will probably be introduced as soon as the construction work at Sing Sing has progressed sufficiently to render the situation ripe for this next move.

Possibly the most important bill planned for introduction in the legislature of 1917 by the Prison Association is one providing for the commitment of male misdemeanants between the ages of 18 and 30, to the State Reformatory at Elmira. At present, misdemeanants of that age, outside of New York City are sent, under definite sentence, to county jails or penitentiaries. It is common knowledge that these are the worst places for such persons to be sent to. Logically, there is no reason why the Elmira Reformatory should not receive misdemeanants as well as felons. The Reformatory authorities support the Prison Association in its effort to extend thus the usefulness of the Reformatory. In the same bill, the requirement is also abolished that persons committed to Elmira Reformatory shall be first offenders. It has become evident during recent years that, in fact, over 70 per cent. of inmates of Elmira Reformatory are not first offenders. The growth of the probation system has caused a very considerable decrease in the number of first offenders sent to any institution. If the proposed bill passes, Elmira Reformatory will henceforth receive both felons and misdemeanants and repeated law-breakers as well as first offenders between the ages of sixteen and thirty (misdemeanants eighteen to thirty) for an indefinite period with a maximum in case of felons of the maximum provided by law, and in the case of misdemeanants, of three years. Powers are to be given to the Reformatory to return persons committed to it, if they are unfit for reformatory training, or if the reformatory is over-crowded.

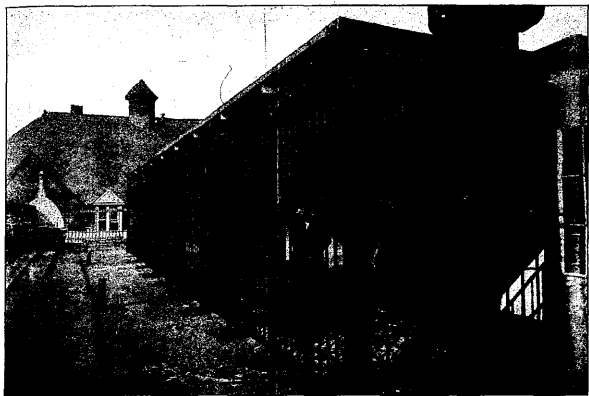
The proposal for a redistribution of the population in State prisons and reformatories (discussed on pages 117-135 of this report) carries with it several plans for legislation, one of which is the designation of the Napanoch Reformatory as an institution temporarily assigned for the transfer thereto of feeble-minded delinquents from the State prisons and reformatories. In the near future, such an institution must be established for the permanent custody of feeble-minded delinquents. It was deemed advisable as a first step towards the attainment of that goal to segregate in one place such feeble-minded delinquents as are now to be found in the State prisons and reformatories. It was sug-

gested as supplementary to this plan by Dr. Thomas W. Salmon, that after the expiration of the terms of the feebleminded delinquents so transferred, legal procedure should be undertaken for the permanent commitment of the feebleminded in the same way as such permanent commitment is obtained for those found to be insane while in prison. There are no laws on the statute books at present making possible such commitment. It was suggested also by Dr. Salmon, that legislation would be sought for statutory provisions for the commitments of feebleminded in that way. A bill was drafted for the temporary designation of the Napanoch Reformatory as an institution for feebleminded delinquents above referred to. The temporary nature of the provision is due to the hope of obtaining a proper institution separately established and conducted along hospital lines, for the defectives of that class. After due consultation, it has been found best not to introduce such a bill during 1917.

The solution of the problem of the feebleminded delinquents among the women inmates of the State institutions has assumed, temporarily, the form of a bill for the establishment of a division of the feebleminded at Valatie. The details of the plan are, at the writing of this report, uncertain and the introduction of the bill not yet decided upon.

An important bill, based entirely upon the study of the parole situation for the State prisons (described on pages 72-85 of this report) may be introduced, providing for the extension of the Parole Board's activities, with members at higher salaries devoting their whole time to the work, appointing parole officers of adequate numbers, and reorganizing their work on a plan intended to bring the parole work of the State prisons to a par, at least, with such work done at other institutions and places.

It was proposed to introduce a bill abolishing certain forms of punishment in our penal institutions of the State; such punishment being the chain, ball and chain, dark cell, dungeon, and hanging by the wrists. For special local and personal reasons the introduction of such bill was abandoned, especially in view of the fact that the publicity given to the use of such forms of punishment during the last few years has materially reduced indulgence in them, if not entirely abolished them.



Exercise Roof of New Erie County Jail.



Idleness and Gambling in a County Jail.

TREASURER'S REPORT

SCHEDULE A

Statement of Assets and Liabilities at Date of September 30, 1916

ASSETS

Cash:

United States Trust Co.	\$2,107 38
Union Trust Co.	1,005 30
New York Life Ins. & Trust Co.	965 50
Mechanics & Metals National Bank, General Fund.	506 05
Mechanics & Metals National Bank, Special Fund.	365 93
Sundry debtors (cash items).....	129 13
Petty cash.	122 07
Bank of the Metropolis.	70 23

\$5,272 19

Sundry creditors (cash items) 221 70

Total cash \$5,050 49

Investments (at cost):

Endowment Fund.	\$70,916 20
Dudley Jard'ne Fund.	10,182 30
John Innes Kane Memorial Fund.	4,987 50
Mary H. Brush Trust Fund.	3,000 00
Julia Billings Fund.	2,500 00
Samuel M. Jackson Library Fund.	2,300 00
George L. Hall Fund.	1,000 00

Total investments 94,886 00

Real Estate (at cost):

House and lot, 135 East 15th street. 22,500 00

Due from Reformatories:

New York State, Elmira.	\$75 00
Napanoch.	25 00

100 00

Interest Accrued:

Investments.....	\$1,367 39	
Bank balances.....	58 83	
		\$1,426 22
<i>Prepaid Expense:</i>		
Insurance premiums.....		33 44
Total assets.....	\$123,996 15	

LIABILITIES

Expenses, due or accrued.....	\$1,129 35	
Special donations.....	319 49	
		\$1,439 84
<i>Capital:</i>		
Endowment Fund.....	\$72,784 95	
Dudley Jardine Fund.....	10,208 43	
John Innes Kane Memorial Fund.....	5,000 00	
Mary H. Brush Trust Fund.....	3,000 00	
Julia Billings Fund.....	2,500 00	
Samuel M. Jackson Library Fund.....	2,500 00	
Assistant Secretaries' Fund.....	1,105 41	
George L. Hall Fund.....	1,000 00	
Reserve Fund.....	965 50	
Samuel M. Jackson Library Income Fund.....	384 94	
	\$99,449 23	
Capital account.....	23,107 08	
		122,556 31
Total liabilities.....	\$123,996 15	

SCHEDULE B

Receipts and Expenditures for the Year Ending September 30, 1916

RECEIPTS

<i>Balance, September 30, 1915:</i>		
Mechanics & Metals National Bank.....	\$3,214 80	
New York Life Ins. & Trust Co.....	1,965 50	
United States Trust Co.....	1,430 81	
Union Trust Co.....	1,367 29	
Bank of the Metropolis.....	308 70	

Sundry debtors (cash items).....	\$162 05	
Petty cash.....	102 81	
		\$8,551 96

Donations:

General.....	\$17,835 12	
Assistant Secretaries' Fund.....	5,119 51	
Special relief.....	1,882 21	
Endowment Fund.....	2,753 71	
General relief.....	1,136 13	
Employment secretary.....	1,794 10	
Dudley Jardine Fund (final settlement).....	4 06	
		30,524 84

Endowment Investment Fund:

Payment of Rothwell mortgage.....	\$42,000 00	
Payments on account of Modry mortgage.....	1,000 00	
		43,000 00

Dudley Jardine Investment Fund:

Sale of stock (book value).....	\$375 00	
Profit on above.....	161 30	
		536 30

Samuel M. Jackson Library Investment Fund:

Payments on account of Riva mortgage.....		200 00
---	--	--------

Interest:

Investments.....	\$4,064 69	
Bank balances.....	387 87	
		4,452 56

Reformatories:

New York State, Elmira.....	\$900 00	
Napanoch.....	300 00	
		1,200 00

Reserve Fund:

Transferred to Treasurer's Fund.....		1,000 00
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Total receipts.....	\$89,465 66
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EXPENDITURES

Special donations.....	\$2,689 12	
Exchange on cheques.....	5 21	
		2,694 33

Treasurer's Fund:

Transferred from Reserve Fund.....	\$1,000 00	
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Dudley Jardine Fund:

Disbursed to Peter Chouinard.....		80 00
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General Secretary—Bureau of Administration:

Salaries.....	\$11,778 97	
Postage.....	1,082 56	
Printing and stationery.....	933 67	
Annual reports.....	695 83	
Transportation, hotels and car fares....	470 91	
Telegrams and telephone.....	430 90	
Sundries.....	305 40	
Office supplies.....	260 45	
Furniture and fixtures.....	126 55	
Newspapers and periodicals.....	84 39	
Library.....	63 00	
Prison Sunday.....	57 78	
Photos and films (mainly half-tones for appeals).....	57 63	
Conferences, memberships, and organization.....	13 00	
Express and cartage.....	4 77	
		16,365 81

Assistant Secretaries—Investigation and Research:

Salaries.....	\$3,981 00	
Transportation, hotels and car fares....	850 22	
Sundries.....	35 53	
		4,866 75

Parole Bureau:

Salaries.....	\$1,258 31	
Transportation, hotels and car fares....	214 49	
		1,472 80

Probation Bureau:

Salaries.....	\$2,621 08	
Transportation, hotels and car fares....	92 65	
Relief.....	7 10	
		2,720 83

Relief Bureau:

Rent, board and lodgings.....	\$2,062 50	
Food.....	1,392 92	
Salaries.....	900 00	
Transportation, hotels and car fares....	104 35	
Moving and storage.....	47 50	
Clothing.....	35 95	
Sundries.....	20 00	
		\$4,563 22

Bureau of Employment:

Salaries.....	\$2,251 35	
Sundries.....	706 99	
		2,958 34

House:

Salaries.....	\$413 00	
Fuel.....	255 20	
Light.....	125 54	
Supplies.....	108 90	
Repairs.....	63 80	
Taxes.....	27 80	
Insurance.....	12 00	
		1,006 24

Employment and Industries Committee—Paul Kensaday, Secretary:

Contributed toward expenses of above committee.....		499 35
---	--	--------

Investments:

Invested during period:		
Endowment Fund.....	\$44,201 20	
George L. Hall Fund.....	1,000 00	
Dudley Jardine Fund.....	536 30	
Mary H. Brush Trust Fund.....	500 00	
		46,237 50

Balance, September 30, 1916:

United States Trust Co.....	\$2,107 38	
Union Trust Co.....	1,005 30	
New York Life Ins. & Trust Co.....	965 50	
Mechanics & Metals National Bank—General Fund.....	506 65	
Mechanics & Metals National Bank—Special Fund.....	365 93	

Sundry debtors (cash items).....	\$129 13	
Petty cash.....	122 07	
Bank of the Metropolis.....	70 23	
	<u>\$5,272 19</u>	
Sundry creditors (cash items).....	221 70	
	<u>\$5,050 49</u>	
	<u>\$89,465 66</u>	

SCHEDULE C

Investments at Date of September 30, 1916

Endowment Fund:	Interest rate %	Interest due	Valuation at cost	Interest accrued
Bonds:				
10 N. P. R. R. (acquired Feb. 29, 1916).....	3 (Feb., May.) (Aug., Nov.)		\$6,687 50	\$50 00
5 B. & O. R. R. (acquired Feb. 29, 1916).....	5 June & Dec.		5,068 75	83 33
5 C. & N. W. Ry.	4 May & Nov.		4,943 75	83 33
5 N. Y. C. R. R. (acquired Feb. 29, 1916).....	4½ Apr. & Oct.		4,756 25	112 50
5 C. M. & St. P. Ry. (acquired Feb. 29, 1916).....	4½ Apr. & Oct.		4,725 00	112 50
5 C. R. I. & P. Ry.	4 Jan. & July		4,823 75	50 00
1 M. & St. P. & S. S. M. Ry.	4 Jan. & July		947 50	10 00
Bonds and mortgages:				
Modry.....	4½ May & Nov.		11,000 00	215 69
Received on acc. principal:				
Aug. 12, 1916... \$500 00				
Sept. 9, 1916... 500 00				
— (acquired Mar. 9, 1916)	4½ Sept. & Mar.		15,000 00	56 25
— (acquired Apr. 23, 1916).....	4½ Apr. & Oct.		7,963 70 (b)	205 00
—.....	5 Jan. & July		3,000 00 (a)	40 63
—.....	5 Apr. & Oct.		2,000 00	50 00
Dudley Jardine Fund:				
Bonds:				
2 Peoria Water Works.....	4 May & Nov.		1,168 44	33 33
1 Oregon Short Line.....	6 Feb. & Aug.		1,081 33	10 00

Bonds:	Interest rate %	Interest due	Valuation at cost	Interest accrued
1 St. Paul City Ry.....	5 Jan. & July (15th.)		\$1,013 33	\$10 42
1 T. P. R. R.	5 June & Dec.		959 45	16 67
1 Oregon Short Line.....	4 June & Dec.		907 56	13 33
1 S. P. R. R.	4 June & Dec.		840 89	13 33
Bonds and mortgages:				
—.....	4½ Apr. & Oct.		536 30	(See b)
Shares:				
10 A. T. & S. P. R. R. pref.....			980 00	
10 A. T. & S. P. R. R., com.....			930 00	
10 U. P. Ry., pref.....			800 00	
5 U. P. Ry., com.....			595 00	
5 K. C., F. S. & M. R. R., pref.....			300 00	
1 B. & O. R. R., pref.....			70 00	
John Innes Kane Memorial Fund:				
Bond:				
1 U. P. R. R.	4 Jan. & July		487 50	5 00
Bond and mortgage:				
—.....	5 Jan. & July		4,500 00	56 25
Mary H. Brush Trust Fund:				
Bonds and mortgages:				
—.....	4½ June & Dec.		2,250 00	33 75
—.....	4½ Apr. & Oct.		500 00	(See 'b')
—.....	5 Jan. & July		250 00	(See 'a')
Julia Billings Fund:				
Bond and mortgage:				
—.....	5 May & Nov.		2,500 00	52 08
Samuel M. Jackson Library Fund:				
Bond and mortgage:				
—.....	4½ Apr. & Oct.		2,300 00	54 00
Received on acc. principal:				
Apr. 3, 1916.... \$100 00				
Sept. 30, 1916.... 100 00				
George L. Hall Fund:				
Bond and mortgage:				
—.....	4½ Apr. & Oct.		1,000 00	(See 'b')
			<u>\$94,886 00</u>	<u>\$1,367 39</u>

SCHEDULE D

*Condition of the Various Funds at September 30, 1916**Statement of the Endowment Fund:*

Balance at credit of fund, September 30, 1915.....	\$70,031 24
Received from donors.....	2,753 71
Interest received from United States Trust Co.....	326 72
	<hr/>
Transferred to Treasurer's Fund.....	\$73,111 67
	326 72

Balance, September 30, 1916:

On deposit in United States Trust Co.	\$1,868 75
Invested, per schedule C.....	70,916 20
	<hr/>
	\$72,784 95

Statement of the Dudley Jardine Fund:

Balance at credit of fund, September 30, 1915.....	\$10,123 07
Received from donor (final settlement).....	4 06
Profit on sale of stock over appraised value at time of acquisition.....	161 30
	<hr/>
Disbursed to Peter Chou nard.....	\$10,288 43
	80 00

Balance, September 30, 1916:

On deposit in United States Trust Co.....	\$26 13
Invested, per schedule C.....	10,182 30
	<hr/>
	\$10,208 43

Statement of the John Innes Kane Memorial Fund:

Balance at credit of fund, September 30, 1915.....	\$5,000 00
Interest received from United States Trust Co.....	18
	<hr/>
Transferred to Treasurer's Fund.....	\$5,000 18
	18

Balance, September 30, 1916:

On deposit in United States Trust Co.....	\$12 50
Invested, per schedule C.....	4,987 50
	<hr/>
	\$5,000 00

Statement of the Mary H. Brush Trust Fund:

Balance at credit of fund, September 30, 1915.....	\$3,000 00
Interest received from Union Trust Co.....	13 27
	<hr/>
Transferred to Treasurer's Fund.....	\$3,013 27
	13 27
	<hr/>
Balance, September 30, 1916:	
Invested, per schedule C.....	\$3,000 00

Statement of the Julia Billings Fund:

Balance at credit of fund, September 30, 1915.....	\$2,500 00
	<hr/>
Balance, September 30, 1916:	
Invested, per schedule C.....	\$2,500 00

Statement of the Samuel M. Jackson Library Fund:

Balance at credit of fund, September 30, 1915.....	\$2,500 00
	<hr/>
Balance, September 30, 1916:	
On deposit in United States Trust Co.....	\$200 00
Invested, per schedule C.....	2,300 00
	<hr/>
	\$2,500 00

Statement of the Assistant Secretary's Fund:

Balance at credit of fund, September 30, 1915.....	\$850 54
Received from donors.....	5,100 00
Transferred from the Russell Sage Foundation.....	2 11
Interest received from Union Trust Co.....	19 51
	<hr/>
Expenditures.....	\$5,072 16
	4,866 75

Balance, September 30, 1916:

On deposit in Union Trust Co.....	\$1,005 30
In Petty Cash Fund.....	100 11
	<hr/>
	\$1,105 41

Statement of the George L. Hall Fund:

Balance at credit of fund, September 30, 1915.....	\$1,000 00
	<hr/>
Balance, September 30, 1916:	
Invested, per schedule C.....	\$1,000 00

Statement of the Reserve Fund:

Balance at credit of fund, September 30, 1915.....	\$1,965 50
Interest received from New York Life Ins. & Trust Co.....	47 70
	<hr/>
Transferred to Treasurer's Fund.....	\$2,013 20
	1,047 70
	<hr/>

Balance, September 30, 1916:

On deposit in New York Life Ins. & Trust Co.... \$965 50

Statement of the Samuel M. Jackson Library Income Fund:

Balance at credit of fund, September 30, 1915.....	\$218 44
Interest received from investment.....	112 50
	<hr/>

Balance, September 30, 1916:

On deposit in Mechanics & Metals Bank, General
Fund..... \$330 94

Statement of the Russell Sage Foundation:

Balance at credit of fund, September 30, 1915.....	\$2 11
	<hr/>
Transferred to Assistant Secretaries' Fund.....	\$2 11
	<hr/>

I certify that I have examined the books, accounts, and vouchers of the Prison Association of New York for the year ending September 30, 1916, and that the above statements are correct.

HENRY C. SCHENCK,
Auditor.

[Note by Auditor: "I have pleasure in commending the exceptional accuracy of your bookkeeping."]

CONTRIBUTORS.

LIFE PATRONS.

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

Barbey, Mrs. Henry I.	McHarg, Henry K.
Brewster, Robert S.	Phipps, Henry.
Brown, M. Bayard.	Pyne, Percy R.
Clark, F. Ambrose.	Rockefeller, John D.
Dodge, Cleveland H.	Sage, Dean.
Gold, Cornelius B.	Schiff, Jacob H.
Harkness, E. S.	Schiff, Mortimer L.
Harrah, Charles J.	Scott, William H.
James, Arthur Curtiss.	Stetson, Francis Lynde.
James, Mrs. D. Willis.	Stewart, Lispenard.
Kane, Mrs. John Innes.	Tiffany, L. C.
Lewisohn, The Misses Alice and Irene.	Woerishoffer, Mrs. Anna.

HONORARY LIFE MEMBERS.

By Contributions of \$100 at One Time.

G. W. W.
A Friend.
Anonymous.
Astor, Mrs. Ava Willing.
Auchincloss, C. C.
Auchincloss, Mrs. C. C.
Auchincloss, Mrs. E. S.
Baker, George P.
Bell, Mrs. Gordon Knox.
Bowen, Mrs. Harry S.
Brokaw, George T.
Brown, Alexander H.
Brownell, Miss Matilda A.
Bruce, Miss Sarah E.
Carnegie, Andrew.
Cary, Miss Kate.
Chapman, Mrs. John J.
Chisolm, B. Ogden.
Chisolm, W. E.
Choate, Joseph H.
Clark, Edward Severin.
Clark, Mrs. Stephen C.
Clarke, Miss Florence M.
Clarke, Mrs. Lewis L.
Clyde, William P.
Clyde, Mrs. William P.
Colgate, William.
Connor, W. E.
Cooper, James Fenimore.
Cooper, Mrs. James Fenimore.
Crimmins, John D.
Cromwell, James W.
Cutting, R. Fulton.
DeForest, Henry W.
Dicks, Mrs. W. K.
Dodge, D. Stuart.
DuBois, Miss Katherine.
Dwight, Winthrop E.
Ehret, George.
Emmons, Arthur B.
Frazier, Mrs. Frank P.
Frost, Aaron V.
Gallatin, Mrs. Albert H.
Gerry, Elbridge T.
Gerry, Peter G.
Gliman, Winthrop S.
Gould, Edwin.
Grace Church.
Hadden, Alexander M.
Halkett, Mrs. Sarah K.
Hall, Mrs. Bolton.
Hall, E. Trowbridge.
Harkness, Mrs. Charles W.
Harris, John F.

Hearn, James A. & Son.
Hill, Frederick T.
Howland, Mrs. Joseph.
Hurd, Richard M.
Hyde, Mrs. Clarence M.
Jameson, E. C.
Jennings, Miss Annie B.
Johnson, Arthur G.
Johnson, Gilbert H.
Johnson, James W.
Juilliard, Mrs. A. D.
Keteltas, Miss Alice.
Kunhardt, W. B.
Langdon, Woodbury G.
Lawrence, Mrs. Samuel.
Lehman, Mrs. H. H.
Lewisohn, Adolph.
Livingston, Johnston.
Livingston, Miss Julia.
Lorillard, Pierre.
Low, William G.
McClymonds, Mrs. L. K.
McKinney, Price.
McMillin, Emerson.
Marshall, Louis.
Minturn, Mrs. Robert B.
Moore, Mrs. William H.
Murland, Samuel.
National Humane Alliance.
O'Connor, Thomas H.
Olmsted, Mrs. C. P.
Olyphant, Robert M.
Osborn, William Church.
Peatce, Mrs. Henry.
Perkins, George W.
Pratt, Herbert L.
Rand, George C.
Reed, Latham G.
Renssen, Miss Elizabeth.
Richardson, Mrs. C. Tiffany.
St. Thomas Church.
Sage, Mrs. Russell.
Sage, William H.
Satterles, Mrs. Herbert L.
Schermerhorn, F. Augustus.
Scoville, Miss Grace.
Seaman, Lloyd W.
Seligman, J. & W. Co.
Shepard, Mrs. Finley J.
Shipman, C. H.
Slayback, John D.
Sloan, Samuel.
Sloane, William D.
Smith, Eugene.

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Stillman, Miss Charlotte R.
Stokes, Anson Phelps.
Stokes, Mrs. Anson Phelps.
Stone, Miss Annie.
Straight, Mrs. W. D.
Thomas, Seth E.
Thompson, Mrs. Frederick F.
Thorne, Jonathan.
Trevor, Mrs. John B.
Trumbull, Frank.
Untermeyer, Samuel.
Vanderlip, F. A.
Van Gerbig, Mrs. B.
Van Ingen, E. H.

Van Ingen, Mrs. E. H.
Warburg, Felix M.
Ward, George C.
Ward, John Seely.
Webb, William Seward.
Wesinghouse, Church, Kerr & Co.
White, Alfred T.
Whitsey, Henry P.
Wilson, Mrs. H. S.
Winthrop, Benjamin R.
Wood, J. Walter.
Wood, William.
Woodin, William H.
Zabriskie, Mrs. George.

LIFE MEMBERS.

By Contribution of \$50 at One Time.

A. H. (In Memory of).
A. Z.
C. S.
Accorn.
Agent.
Anonymous.
Adams, Thatcher M.
Adler, Felix.
Anderson, J. Cameron.
Andrews, Constant A.
Archbold, Mrs. John D.
Arnold, Edward W. C.
Astor, W. W.
Baldwin, William M.
Baring, Charles.
Belmont, August.
Biggs, Mrs. H. M.
Biglow, Mrs. Lucius H.
Bliss, Cornelius N., Jr.
Bliss, Mrs. Cornelius N.
Bliss, Ernest C.
Bliss, Mrs. Robert W.
Borg, Simon.
Boyd, Mrs. Francis O.
Brown, Stewart.
Bulkeley, Edwin M.
Bulkeley, Mrs. Edwin M.
Campbell, Mrs. Henry G.
Campbell, Mrs. O. A.
Christ Church of New Brighton.
Cheney Brothers.
Chisholm, George E.
Clarke, Miss Lois Q.
Clarkson & Ford Co.
Coffin, C. A.
Coffin, Edmund, Jr.
Coster, Mrs. Charles Henry.
Crane, Albert.
Croswan, W. A. & Bro.
Cutting, R. Bayard.
dePeyster, Miss Augusta M.

Dickman, Mrs. George.
Dinsmore, Mrs. W. B.
Dodge, Mrs. Cleveland H.
Dodge, William E., Jr.
Douglas, James.
Douglas, Mrs. James.
Derand, Mrs. Frederick F.
Ellis, William D.
Emmet, Mrs. C. Temple.
Emmet, Miss Lydia F.
Engs, P. W.
Evans, Hartman K.
Fagler, Mrs. Harry H.
Foster, James, Jr.
Fox, Mortimer J.
Fraser, Mrs. George S.
Gallatin, Albert.
Geer, Mrs. Walter.
Halsted, Miss A. B.
Hamersley, L. G.
Hamilton, Frank.
Hammond, Mrs. John Henry.
Harkness, Mrs. Stephen V.
Healy, A. Augustus.
Heckacher, Miss Anna M.
Heinsheimer, Alfred M.
Hencken, Mrs. Albert C.
Herrick, E.
Hunkley, Mrs. Samuel N.
Hoe, Richard M.
Holter, Mrs. E. O.
Hood, Miss Juliet K.
Horn, James.
Hosmer, Mrs. Edward Sturges.
Hoyt, Gerald L.
Huntington, Henry E.
Hutchinson, John W.
Hyle, Frederick E.
Irvin, Richard.
Jones, Edward.
Jones, Mrs. Edward H.

Jones, James J.
Joost, Martin.
Kelsey, Clarence H.
Kidder, Mrs. A. M.
Kissam, Samuel H.
Lamont, Miss Elizabeth K.
Landon, Francis G.
Langton, John.
Leffingwell, R. C.
LeRoy, J. R.
Lichtenstadter, Samuel.
Lobenstine, William C.
Lockwood, Homer N.
Lydig, David.
McLean, Miss Ethel L.
McLean, James.
McMullen, John.
Manning, Mrs. Dora A.
Maxwell, Mrs. Robert M.
Meeks, Edwin B.
Metzall Brothers & Co.
Moore & Schley.
Morgan, Miss Caroline L.
Morgan, Mr. & Mrs. J. P.
Morris, Henry Lewis.
Mott, William F.
Nelson, Charles N.
Nelson, Mrs. Charles N.
Nichols, George E.
Ogden, Mrs. Charles W.
Osborne, Thomas Mott.
Parish, Henry.
Parish, Miss Susan D.
Parks, Leighton.
Pavenstedt, Hugo.
Peabody, George Foster.
Pearl, Mrs. Frederick W.
Peckham, Mrs. Wheeler H.
Phelps, Mrs. William W.
Philbin, Eugene A.
Pomroy, Mrs. H. K.
Potter, Howard.
Powell, Wilson M., Jr.
Prosser, Thomas.
Raht, Charles.
Redmond, G.
Richard, Miss Elvina.
Ritsley, G. H.
Robbins, George A.
Roberts, Miss Elizabeth W.

Robertson, R. H.
Rockefeller, John D., Jr.
Root, Charles T.
Rothschild Brothers & Co.
Russell, Archibald D.
Russell, Miss Marie L.
Satterlee, Herbert L.
Schenck, Frederick B.
Scott, Mrs. George S.
See, Alonzo B.
Selliere, Baroness.
Seligman, Isaac N.
Sheldon, James C.
Sicher, Dudley F.
Simpson, John W.
Skougaard, Jens.
Sloan, Mrs. George B.
Sloane, Mrs. William D.
Speyer, James.
Steers, James R.
Stewart, John.
Stewart, Mrs. P. H.
Stewart, W. R.
Stokes, J. G. Phelps.
Stone, Miss Ellen J.
Sutton, James F.
Taylor, Lloyd.
Thompson, Mrs. Joseph T.
Tucker, Allen.
Tucker, Samuel A.
Tuckerman, Mr. & Mrs. Paul.
Valentine, Mrs. P.
Van Norden, Warner.
Van Wageningen, Bleecker.
Van Winkle, Miss Mary D.
Virgin, S. H.
Wadsworth, Herbert.
Ward, Artemas.
Wald, Mrs. James S.
Weldon, Miss Eloise R.
Weld, Miss Sylvia.
Wellington, Miss Elizabeth R.
White, Miss Frances E.
White, John J.
Winthrop, Mrs. Grenville.
Winthrop, Egerton L.
Wotherspoon, Henry H.
Wurts-Dundas, Ralph.
Zabriskie, Andrew C.

CONTRIBUTORS' LIST.

DESIGNATIONS OF FUNDS.

Contributions preceded by name only are for the General Fund, for general purposes. Other contributions are designated as follows: G. R., General Relief (used only for relief); S. R., Special Relief, donations for specially designated instances of need; A. S., Assistant Secretaries' Fund (for salaries and incidental expenses); E. B., Employment Bureau.

		A	
Abbe, Miss Harriet C....	\$5 00	Alling, Miss Carolyn E....	\$2 10
Abbes, Dietrich.....	5 00	Alpers, G. W.....	1 00
Abeles, J. A.....	5 00	Alsberg, William & Co....	10 00
Aborn, James A.....	45 00	Also, Resse F.....	2 00
Abrahams, Mark L.....	1 00	Atlantic Terra Cotta Co.	5 00
Abrams, Mrs. L. M..... G. R.	5 00	Atsbul, Victor I.....	E. B. 2 00
Achelis, Miss Elizabeth A. S. R.	5 00	American Book Co.....	E. B. 25 00
Achelis, Fritz.....	10 00	American Thermo Ware	
Achelis, John.....	10 00	Co.....	E. B. 3 00
Achelles, Mrs. G. S.....	10 00	Amsterdam Hotel.....	E. B. 5 00
Ackerman, Ernest R.....	2 00	Anderson, Miss Cornelia.	5 00
Adams, Mrs. Charles D.	10 00	Ansbacher, Mrs. Louis A.	5 00
Adams, Mrs. Edward D.	10 00	Appel, S. & Co.....	5 00
Adams, Mrs. C. Thayer.	2 00	Archibold, Mrs. John D.	G. R. 50 00
Addison, Mrs. C. M..... S. R.	10 00	Armstrong, Miss Helen	
Adee, Mrs. Ernest R..... S. R.	10 00	M.....	5 00
Adee, George T..... E. B.	5 00	Arnold, Mrs. B. W.....	25 00
Adler, Felix.....	10 00	Arnold, Edward W. C.....	10 00
Adler, Isaac..... S. R.	10 00	Arnold, Mrs. Glover C.....	5 00
Adler, Judah L..... S. R.	10 00	Arnstein, Mrs. Eugene..	10 00
Adrianne, Miss Dorothy.	1 00	Arnstein, Mrs. Leo.....	10 00
Adrianne, Harris Ely.....	5 00	Arthur, Miss L. Louise..	5 00
Aikman, Walter M.....	3 00	Ash, Charles F.....	5 00
Albee, E. F..... S. R.	5 00	Ashforth, Mrs. Frida..... G. R.	2 00
Aldrich, Mrs. James H..	5 00	Asiel, Miss Estelle.....	2 00
Aldrich, Mrs. Richard..	S. R. 5 00	Aspinwall, Miss M. A.....	2 00
Aldrich, Mrs. W. W.....	25 00	Atterbury, Mrs. L. B.....	5 00
Alexander, Alexander.....	5 00	Atterbury, Miss Mary S.	5 00
Alexander, Mrs. Andrew	1 00	Auchincloss, C. C.....	100 00
J.....	1 00	Auchincloss, C. C..... S. R.	10 00
Alexander, Mrs. Charles		C.....	100 00
B.....	10 00	Auchincloss, C. Russell..	10 00
Alexander, Eugene D.....	2 00	Auchincloss, Mrs. Edgar	100 00
Alexander, George.....	2 00	S. J.....	15 00
Alexander, Mrs. Ludwell		Auchincloss, Mrs. Edgar	
B.....	1 00	S. J.....	15 00
Alexander, Paul W.....	1 00	Auchincloss, Gordon....	10 00
Alexander, Miss Sara S..	1 00	Auchincloss, Mrs. Hugh	25 00
Alexandre, J. Henry, Jr.	5 00	D.....	2 00
Alexandre, Mrs. J. J..... S. R.	5 00	Auchincloss, J. C.....	10 00
Allen, Paul.....	5 00	Auchincloss, John W.....	40 00
Alley, Miss M. Ida.....	7 00	Auerbach, Joseph S..... S. R.	10 00
		Austen, Mrs. Valie.....	10 00

Aycrigg, Miss Kate.....	\$10 00	Battle, George Gordon.....	\$5 00
Ayman, Nathan.....	1 00	Baumer, Frank J.....	20 00
		Bayer, Edwin S.....	5 00
		Baylies, Edmund L.....	10 00
		Baylis, Miss Mary.....	2 00
Babcock, Edward W.....	1 00	Bayne, Lawrence P.....	10 00
Babcock, H. D.....	5 00	Bayne, Miss Maria K.....	S. R. 5 00
Bacous, Charles D.....	25 00	Bayne, Miss Virginia Lee.....	5 00
Bacon, Daniel.....	E. B. 10 00	Beach, Warren C.....	5 00
Bacon, Mrs. F. McN., Jr.....	10 00	Beale, Mrs. Harriet.....	5 00
Bacon, Mrs. George M.....	5 00	Blaine, Mrs. William.....	10 00
Baer, Mrs. Herbert M.....	3 00	Beard, Anson M.....	25 00
Baer, Mrs. Morris B.....	2 00	Beatty, William.....	10 00
Bailey, Mrs. James S., Jr.....	2 00	Beckhard, Martin.....	10 00
Bailey, Mrs. Theodorus.....	10 00	Beesie, Mrs. C. E.....	5 00
Baird, Miss Jeanette F.....	5 00	Beer, Mrs. G. L.....	10 00
Baker, George F.....	25 00	Beer, Mrs. Julius.....	10 00
Baker, Mrs. Stephen.....	25 00	Beer, Sondheimer & Co.....	10 00
Baldwin, John S.....	1 00	Behr, Edward.....	2 00
Baldwin, Samuel W.....	2 00	Behr, Herman & Co.....	5 00
Baldwin, Miss Theodora.....	5 00	Bell, Mrs. Gordon Knox.....	S. R. 6 00
Baldwin, William M.....	60 00	Beller, Abraham.....	2 00
Balfour, Williamson & Co.....	25 00	Beller, William F.....	5 00
Ballantine, Mrs. Robert F.....	5 00	Bellinger, William W.....	10 00
Ballard, Mrs. Edward L.....	10 00	Belloni, Miss Sadie H.....	2 00
Ballard, Stephen Rutuber Co.....	1 00	Beman, S. A.....	1 00
Bandler, Maurice E.....	E. B. 10 00	Bendheim, Adolph D.....	10 00
Bangs, Miss Lois A.....	1 00	Bendheim, Henry.....	10 00
Bangs, Miss Mary E.....	15 00	Benedict, Elliot S.....	3 00
Bangs, Miss Mary E.....	S. R. 25 00	Benedict, Mrs. James H.....	5 00
Banks, Lenox.....	10 00	Benedict, Miss Lydia.....	2 00
Banks, Warren S.....	10 00	Benjamin, Alfred Washington Co.....	5 00
Barber, James.....	5 00	Benjamin, Miss A. P.....	10 00
Barber & Co.....	10 00	Benjamin, Miss Flora G.....	5 00
Barbour, Robert.....	5 00	Benard, Mrs. W. H., Sr.....	5 00
Barclay, James.....	2 00	Bradley, Miss Anne B.....	5 00
Barclay, James James L.....	10 00	Bradley, Miss Mary T.....	10 00
Bard, Albert S.....	10 00	Bradley, William.....	E. B. 10 00
Baring, Charles.....	50 00	Bradton, Claude F.....	5 00
Barker, Mrs. Fordyce.....	5 00	Brand, Herman.....	1 00
Barker, Mrs. George.....	5 00	Brazier, Miss Emma J.....	10 00
Barnes, A. Victoria.....	10 00	Breese, James L.....	5 00
Barnes, E. W.....	1 00	Brennan, Mrs. Michael.....	5 00
Barnes, Henry B.....	C. R. 2 00	Betts, Samuel.....	10 00
Barnes, Mrs. Richard S.....	5 00	Brewster, Robert S.....	100 00
Barnum, Mrs. William M.....	10 00	Brice, James W.....	10 00
Barre, Leon.....	5 00	Brice, W. K.....	5 00
Barrows, Ira.....	10 00	Brinckerhoff, Alexander G.....	5 00
Barstow, J. W.....	1 00	Bristol, John I. D.....	5 00
Barton, F. C.....	E. B. 5 00	Broadwell, Mrs. Samuel.....	5 00
Basch, Gustav.....	2 00	Brokaw, George T.....	10 00
Bases, Abraham.....	2 00	Bronson, Winthrop.....	5 00
Bates, Mrs. B. F.....	5 00	Brookman, Mrs. Henry D.....	G. R. 5 00
Bates, Mrs. H. Rowell.....	5 00	Brookman, Mrs. Henry D.....	S. R. 25 00
Batjer, Henry.....	10 00	Brooks, J. Arthur.....	5 00
Battelle & Reawick.....	5 00	Brower, Miss Alice K.....	1 00
Battershall, W. W.....	10 00	Brower, Miss Mary A. W.....	1 00
Battery, Trull & Co.....	1 00		
Battie, Mrs. W. W.....	G. R. 5 00		

Bliss, Mrs. Cornelius N.....	\$50 00	Brower, William L.....	\$5 00
Bliss, Miss Lizzie P.....	25 00	Brown, Mrs. Donald W.....	5 00
Bliss, Dallett & Co.....	E. B. 25 00	Brown, Miss Edith H.....	1 00
Bloch, Adolph.....	5 00	Brown, Mrs. Franklin Q.....	G. R. 5 00
Blood, S. S.....	20 00	Brown, Mrs. George A.....	G. R. 5 00
Bloz-good, H. K.....	5 00	Brown, J. Wright.....	10 00
Bluen, Mrs. Morris J.....	10 00	Brown, Mrs. J. Wright.....	2 00
Boardman, Mrs. Bradford Boardman, Mrs. Rosina.....	5 00	Brown, John Crosby, 2nd.....	1 00
Bols, Albert.....	E. B. 10 00	Brown, Miss Julia D.....	5 00
Boldenheimer, Henry.....	10 00	Brown, Miss Louisa.....	1 00
Boettger, Mrs. Theodore.....	5 00	Brown, M. Bayard.....	250 00
Boettner, Miss Anna.....	2 00	Brown, Mrs. Samuel W.....	5 00
Bogert, John J.....	5 00	Brown, Selden S.....	5 00
Boggs, William P.....	2 00	Brown, Mrs. Edwin.....	10 00
Bolling, Mrs. Raynold C.....	25 00	Brown, Mrs. Waldrone P.....	10 00
Bonbright, Irving W.....	5 00	Brown, William Adams.....	5 00
Bonner, George J.....	10 00	Brown, Mrs. William H.....	3 00
Booram, J. V. V.....	10 00	Brown, Mrs. William R.....	2 00
Borden, M. C. D. & Sons.....	E. B. 25 00	Brownne, Louis L.....	2 00
Borden's Condensed Milk Co.....	5 00	Browning, Mrs. J. Hull.....	10 00
Botland, Mrs. J. O.....	5 00	Bruce, Miss Sarah E.....	100 00
Boston, Mrs. Charles A.....	5 00	Bruce-Brown, William.....	25 00
Bourne, Frederick G.....	10 00	Brunswick, Mrs. E.....	5 00
Bouvier, Michael C.....	5 00	Bryce, Miss Edith.....	10 00
Bowers, Ogden H.....	5 00	Bryce, Mrs. Lloyd S.....	10 00
Bowitzki, Edward.....	5 00	Bryson, Thomas B.....	E. B. 25 00
Bowker, R. R.....	5 00	Buchanan, Walter D.....	10 00
Bowler, R. N.....	5 00	Buchanan, Edwin.....	10 00
Boyd, John P.....	5 00	Buckler, Mrs. R.....	S. R. 1 00
Boytton Furnace Company.....	1 00	Buckley, James.....	1 00
Bradford, Mrs. John Henry.....	5 00	Buckner, Thomas A.....	10 00
Bradford, Mrs. W. H., Sr.....	5 00	Buckner, Thomas A.....	S. R. 10 00
Bradley, Miss Anne B.....	5 00	Budenbach, Miss Anna S. G. R.....	3 00
Bradley, Miss Mary T.....	10 00	Budworth, W. S. & Son.....	E. B. 5 00
Bradley, William.....	E. B. 10 00	Bulkley, Edwin M.....	S. R. 10 00
Bradton, Claude F.....	5 00	Bulkley, Edwin M.....	50 00
Brand, Herman.....	1 00	Bulkley, Mrs. Jonathan.....	25 00
Brazier, Miss Emma J.....	10 00	Bull, Frank K.....	10 00
Breese, James L.....	5 00	Bull, Ludlow S.....	5 00
Brennan, Mrs. Michael.....	5 00	Bulova, J. Co.....	5 00
Brets, Samuel.....	10 00	Bunting, E. V.....	25 00
Brewster, Robert S.....	100 00	Burch, Charles S.....	10 00
Brice, James W.....	10 00	Burdick, Daniel Waite.....	5 00
Brice, W. K.....	5 00	Burgauer, Morris.....	2 50
Brinckerhoff, Alexander G.....	5 00	Burleighman, Charles C.....	5 00
Bristol, John I. D.....	5 00	Burnett, C. H.....	2 00
Broadwell, Mrs. Samuel.....	5 00	Burns, A. L.....	5 00
Brokaw, George T.....	10 00	Burrage, Robert R.....	1 00
Bronson, Winthrop.....	5 00	Burrell, Joseph Dunn.....	10 00
Brookman, Mrs. Henry D.....	G. R. 5 00	Burtis, Miss Edith.....	5 00
Brookman, Mrs. Henry D.....	S. R. 25 00	Busk, Mrs. Frederick.....	S. R. 3 00
Brooks, J. Arthur.....	5 00	Butler, Charles S.....	5 00
Brower, Miss Alice K.....	1 00	Butler, Miss Emily.....	5 00
Brower, Miss Mary A. W.....	1 00	Butler, Miss Helen C.....	5 00
		Butler, Mr. and Mrs. Howard R.....	3 00
		Butler, Willard Parker.....	5 00
		Butler, William Allen.....	5 00
		Butler, Mrs. William Allen.....	10 00

Butterick, Miss Mary E.	\$10 00	Clafin, Thayer & Co.	E. B.	\$5 00
Butterworth, G. Forrest Jr.	5 00	Clark, Mrs. Ella Mabel		10 00
Butterworth, Mrs. George F.	5 00	Clark, Eugene		10 00
Butterworth, W. H.	5 00	Clark, Henry A.		20 00
Buttler, Robert	E. B.	Clark, J. William		25 00
Byrne, Mrs. James	S. R.	Clark, Mrs. W. Campbell		5 00
		Clark, W. Robert		10 00
		Clark, Walter H.	S. R.	1 00
		Clark, William N.		10 00
		Clarke, Mrs. A. F.		5 00
		Clark, E. A.		5 00
		Clarke, Mrs. E. A. S.		5 00
		Clarke, Miss Florence M.	G. R.	100 00
		Clarke, Mrs. Lewis L.	G. R.	100 00
		Clarke, Miss Lois Q.	G. R.	50 00
		Clarke, Miss Louise		2 00
		Clarke, Miss Madge Sutherland		4 00
		Clarkson, Banyer		25 00
		Clarkson & Ford Co.		50 00
		Class No. 26, First Presbyterian Church, N. J.		5 00
		Cleland, Mrs. T. J.		10 00
		Clements, Mrs. George H.		5 00
		Clift & Goodrich		10 00
		Clucas, Robert W.	G. R.	2 50
		Clyde, George W.		10 00
		Clyde, William P.		100 00
		Cochran, Gifford A.		10 00
		Cockcroft, Miss Mary T.		20 00
		Cockey, Mrs. Edward T.		1 00
		Codman, Mrs. Ogden		5 00
		Coffin, C. A.		25 00
		Cohn, Mrs. H. S.		5 00
		Colt, John T.		5 00
		Colt, Mrs. John P.		5 00
		Cokefay, Isaac W.		10 00
		Coles, J. Ackerman		1 00
		Colgate, William		100 00
		Collins, Miss Mary		10 00
		Colman, Samuel		6 00
		Colt, Harris D.		10 00
		Colt, Mrs. Richard C.	S. R.	15 00
		Comstock, James C.		1 00
		Condit, Pillmore		5 00
		Cone Export & Commission Co.	E. B.	10 00
		Cone, John J.		2 00
		Conger, Henry		2 00
		Conklin, Miss Daisy J.		5 00
		Conklin, Mrs. F. P.	S. R.	1 00
		Conklin, Mrs. Katharine		2 00
		Conklin, Roland R.		10 00
		Conley, Louis D.	G. R.	10 00
		Connell, J. Harvey		10 00
		Connelly, Mrs. Theodore		1 00
		Conroy, Mrs. Mary E.		3 00
		Cook, Mrs. Charles T.		10 00
		Cook, L. A.		1 00
		Cook, Miss Lilian Gillette		1 00
		Cooley, William F.		2 00
		Coohge, Mrs. Sherman		10 00

Combs, C. Whitney	\$5 00	Darrach, Mrs. E. R.	\$5 00	
Cooper, Mrs. J. Fenimore	100 00	Davey, Mrs. John E.	5 00	
Cooper & Portman	1 00	Davidig, Frank H.	5 00	
Copp, Mrs. William Amasa	10 00	Davie, Preston	10 00	
Cornell, Charles E.	1 00	*Davie, Miss H. A.	10 00	
Cornell, Edward	5 00	Davis, Joseph E.	5 00	
Cornell, Robert C.	5 00	Davis, Mrs. Joseph E.	5 00	
Cornell, Mrs. Robert C.	5 00	Davis, Joseph P.	45 00	
Cory, Robert H.	E. B.	Davison, Miss E. H.	25 00	
Coster, Mrs. Charles Henry	10 00	Day, Dwight H.	2 00	
Courtney, F.	5 00	Day, Mrs. Dwight H.	5 00	
Cox, Mr. and Mrs. Edward V.	5 00	Day, Harry V.	5 00	
Crain, The	5 00	Day, Joseph P.	5 00	
Christabelle & Davida	5 00	Day, Miss Lucile B.	5 00	
Crall, Miss H. Pauline	1 00	Day, Sherman V.	3 00	
Crampton, Edwin H.	5 00	Dayton, Ralph E.	5 00	
Crane, Mrs. A. B.	2 00	Dean, Mrs. Bashford	5 00	
Cravath, Mrs. E. M.	2 00	Deas, Mrs. Helen L.	5 00	
Creamer, W. G.	2 00	deBoer, David H.	10 00	
Creutzberg, Mrs. Mary F.	5 00	deChamplin, Madame A.	20 00	
Crimmins, John D.	1 00	Decker, Caspar G.	10 00	
Crimmins, Mrs. Thomas	5 00	Decker, Charles A.	10 00	
Crocker, Mrs. George A.	10 00	deConill, Mrs. E. H.	5 00	
Crook, William T.	S. R.	Deems, Edward M.	2 00	
Crook, Edward Katz	S. R.	deForest, Henry W.	25 00	
Crosby, Miss Mary R.	5 00	deForest, Robert W.	15 00	
Cross, Miss Emily	10 00	deGersdorff, George B.	5 00	
Crowell, Mrs. Jeremiah	5 00	deGroot, Miss E. P.	5 00	
Culbert, Miss Anna M.	5 00	deHeredin, Carlos	10 00	
Cummings, Howard R.	E. B.	deKlyn, B. F.	25 00	
Curry, Mrs. J. P.	1 00	Delefield, Maturin L.	25 00	
Curtis, The Misses	G. R.	Delamar, Miss Alice A.	G. R.	10 00
Curtis, Mrs. Charles B.	15 00	Delano, Miss Margaret	3 00	
Curtis, Eugene J.	5 00	Delaney, J. M., & Co.	5 00	
Curtis, F. Kingsbury	5 00	Delano, William Adams	10 00	
Curtis, Mrs. George William	10 00	Demuth, Leopold	3 00	
Curtis, H. Holbrook	5 00	DeNavarro, Alfonso	5 00	
Curtis, Mrs. H. Holbrook	5 00	Denny, Miss A. L.	25 00	
Curtis, Mrs. James B.	G. R.	Denny, Miss Anna E.	15 00	
Curtis, William Edmond	5 00	Denny, Porrocy & Co.	10 00	
Cutting, R. Bayard	5 00	Denslow, H. M.	10 00	
Cuyler, Miss Eleanor de Graf	5 00	Depey, Frank	10 00	
		dePeyster, Miss Augusta M.	25 00	
		dePeyster, Mrs. Frances	10 00	
		*deRham, H. Casimer	10 00	
		deSola Brothers & Pardo	2 00	
		Despard, Clement L.	5 00	
		deWych, Joseph	5 00	
		Diek, J. Henry	10 00	
		Dickerman, George W.	5 00	
		Dickey, Mrs. Charles D.	15 00	
		Dickman, Mrs. George	50 00	
		Dickson, James B.	10 00	
		Diedrich, Miss Marie M.	2 00	
		Dillingham, Shepard	3 00	
		Dinsmore, Mrs. William B.	30 00	
		Ditson, Mrs. C. H.	5 00	
		Dittman, Samuel E.	6 00	

*Deceased.

Dix, Mrs. Morgan.....	\$5 00	Edwards & Rierdan Co.....	\$3 00
Dodd, Lee W.....	5 00	Ehret, George.....	25 00
Dodge, Arthur D.....	10 00	Bidlitz, Marc & Son..... E. B	25 00
Dodge, Mrs. Arthur M.....	10 00	Eldritz, Robert James.....	20 00
Dodge, Cleveland H..... A. S.	1,500 00	Eisenman, Mrs. Samuel.....	2 00
Dodge, Mrs. Cleveland H.....	50 00	Eldert, Cornelius.....	5 00
Dodge, D. Stuart.....	25 00	Ellis, William D.....	10 00
Dodge, Francis.....	10 00	Ellsworth, J. Magee.....	10 00
Dodge, Mrs. Murray W.....	5 00	Ellsworth, J. Magee.....	5 00
Dodson, Mrs. Robert B.....	10 00	Elmer, Charles B.....	5 00
Doehler, H. H.....	10 00	Emery, Dean.....	5 00
Dominick, George F.....	5 00	Emmet, Henry C.....	10 00
Dominick, M. W.....	10 00	Emmons, Arthur B.....	50 00
Donaldson, Mrs. Frederick E.....	5 00	Erbsloh, Rudolph A.....	5 00
Doollittle, Judson A.....	2 00	Erlanger, Milton S.....	10 00
Doollittle, O. S.....	5 00	Erlanger, Sidney C.....	10 00
Dotter, Charles T.....	5 00	Esbeg, Henry.....	5 00
Doughty, Miss Alice C.....	5 00	Eshbaugh, William H.....	5 00
Douglas, Mrs. George William.....	10 00	Estate of B. J. Lord.....	1,753 71
Douglas, James.....	50 00	Estate of A. Blaut.....	1,000 00
Douglas, Mrs. James.....	75 00	Evans, Hartman K.....	50 00
Douglas, Mrs. William P.....	10 00	Ewart, Richard H.....	10 00
Dow, Mrs. Frederick G.....	5 00	Exchange Press..... E. B.	50
Draper, Mrs. G. A.....	3 00	F.....	F
Dreyfus, Mrs. Ella.....	1 00	Fagnani, Charles P.....	5 00
Duane, Alexander.....	5 00	Fallick, Mrs. Edward H.....	2 00
Duane, Mrs. James May.....	10 00	Faris, William D.....	2 00
Duane, Mrs. William North.....	2 00	Fearey, Mrs. Morton.....	10 00
DuBois, Mrs. Arthur.....	10 00	Feiner, Benjamin F.....	5 00
DuBois, Mrs. Elliott Clark.....	10 00	Ferguson, Henry A.....	25 00
DuBois, Mrs. Eugene.....	10 00	Field, Mrs. William B.....	Osgood
DuBois, Goddard.....	5 00	Field, Mrs. William D. C.....	3 00
DuBois, Miss Katharine.....	25 00	Fincke, Mrs. J. B. C.....	2 00
Duer, Miss M. T.....	5 00	Findley, Mrs. G. W.....	2 00
Duggan, Mrs. Charles.....	10 00	Fink, Martin D.....	10 00
Dulles, Miss Dorothy W. G. R.....	2 50	First Baptist Church of Gouverneur.....	4 75
Dun, R. G. & Co.....	25 00	Firth, Mrs. John A.....	1 00
Duncan, Mrs. James G.....	10 00	Fisher, Mrs. Henrietta L. G. R.....	1 00
Dunham, Dr. & Mrs. Carroll.....	10 00	Fisher, Miss Lizette A.....	10 00
Dunn, Henry B.....	5 00	Fisk, Miss Mary L.....	5 00
Durand, Mrs. Frederic F.....	50 00	Fisk, Percy.....	10 00
Driven Castings Co..... E. B	10 00	Fitch, Mrs. Henry W.....	5 00
Dwight, Mrs. M. E.....	5 00	Flagg, John L..... G. R.	1 00
Dyker, Henry L.....	10 00	Flager, Mrs. Harry H.....	50 00
Eagle, Clarence H.....	2 00	Fletcher, Walter A.....	5 00
Edge, Mrs. Charles Noel.....	15 00	Fleischmann, Charles M.....	5 00
Edgell, Mrs. George S.....	5 00	Flexner, Mrs. Simon.....	10 00
Edgerton, Miss Gladys.....	2 00	Flint, Miss Adelaide.....	10 00
Edinger, Mrs. Morris B.....	10 00	Floersheimer, Samuel.....	5 00
Edison, Thomas A.....	5 00	Floyd, Miss Rosalie D.....	4 00
Edmonds, Mrs. John Word.....	2 00	Floyd-Jones, G. Stanton.....	5 00
Edwards, Henry A.....	10 00	Poise, Mrs. Edward.....	1 00
Edwards, Mrs. James M.....	5 00	Foots, Edw. Milton.....	10 00
Edwards, John H.....	2 00	Forster, Mrs. Eugene G.....	5 00
		Poster, Frederick deP.....	10 00
		Poster, Graud.....	10 00
		Poulke, Mrs. Mabel P.....	5 00
		Pourteenth Street Hotel.....	1 00
		Co..... E. B.	5 00
		Fowler, Miss Ruth D.....	5 00

Fox, Hugh F.....	\$5 00	Gilman, Winthrop S.....	\$10 00
Fox, Louis V.....	5 00	Glanzer, Mrs. Anita.....	5 00
Fox, Mortimer J.....	25 00	Gibson.....	5 00
Francis, Charles.....	5 00	Gienby, Philip..... S. R.	5 00
Francis, Lewis.....	5 00	Gluck, David L.....	1 00
Francis, Lewis W.....	3 00	Godwin, Miss E. L.....	10 00
Francis, Mrs. Lewis W.....	5 00	Godwin, Mrs. Harold.....	5 00
Francour, Mrs. Ida.....	5 00	Goerck, Theodor S.....	5 00
Frank, Mrs. Harry G.....	5 00	Goffe, R. H.....	5 00
Frank & DuBois.....	5 00	Goff, Cornelius B.....	50 00
Frankfort, Maurice.....	5 00	Goldberg, Samuel W.....	5 00
Franklin, Mrs. Philip A. S..... S. R.	2 00	Goldenberg, Bros. & Co.....	5 00
Fraser, Arthur C.....	10 00	Goldman, Isaac Co..... E. B.	10 00
Fraser, Miss Jane K.....	10 00	Goldman, Mrs. Marcus.....	2 00
Fraser, Miss S. Grace.....	10 00	Goldmark, James..... G. R.	5 00
Freeland, Mrs. H. R.....	3 00	Goldsmith, Charles J.....	5 00
Freeman, Mrs. Edward W.....	5 00	Goldsmith, Harry B.....	2 00
Frey, Miss Eliza DeG.....	1 00	Gombers, Henry B.....	5 00
Frey, Joseph.....	1 00	Goodhue, B. G.....	5 00
Fris-Holm, Gudron.....	5 00	Goodman, A. & Sons.....	5 00
Frisell, A. S.....	10 00	Goodman, Edwin.....	10 00
Frost, Mrs. A. B.....	5 00	Goodrich, Miss Annie W.....	5 00
Frost, Mrs. M. R.....	10 00	Goodwin, Mrs. James J. G. R.	25 00
Fry Art Company.....	5 00	Gordon, Fred P..... G. R.	35 00
Fuld, Sol.....	10 00	Gothel, Mrs. Paul.....	10 00
Fuller, Miss M. W. G.....	5 00	Gould, Edwin.....	10 00
Fultz, David L..... G. R.	3 00	Grace Church.....	100 00
Funch, Eyde & Co.....	25 00	Graeme, Mrs. Joseph.....	2 00
G.....	G	Grant, W. T..... G. R.	40 00
Gabrilowitch, Mrs. Clara.....	40 00	Gray, Henry G.....	10 00
Gallatin, Albert.....	40 00	Greeff & Co.....	10 00
Gallatin, Mrs. Albert H.....	50 00	Green, Mrs. George W.....	1 00
Garrettson, Francis T.....	5 00	Green, Mrs. Harry B.....	10 00
Garrettson, Miss Helen..... S. R.	15 00	Greene, J. Ashton.....	10 00
Garrigues, W. A.....	10 00	Greenleaf, Donald L.....	3 00
Garrison, Wilbert.....	10 00	Greenough, Mrs. John.....	10 00
Gass, Frank.....	5 00	Greenwald, Mrs. S.....	1 00
Gattell, Benoni B.....	5 00	Greenwich Presbyterian Church.....	25 00
Geer, Mrs. Danforth.....	1 00	Greenwood, Miss Mary M.....	5 00
Geer, Mrs. Walter A.....	10 00	Greer, David J.....	25 00
Gessenheimer, Theodore.....	10 00	Gregory, Henry E.....	5 00
Gerbereaux, Dufft & Kinder..... E. B.	5 00	Griswold, Mrs. Chester.....	5 00
Gerken, Mrs. Henry.....	5 00	Griswold, Lorenzo.....	1 00
Gerrish, Frank Scott.....	5 00	Grossman, Mrs. Edward.....	5 00
Gerrish, William C.....	5 00	Grotta, Jacob..... E. B.	5 00
Gerry, Elbridge T.....	25 00	Gruntal, Edwin A.....	10 00
Getzen-Danner, O. G.....	5 00	Guernsey, Henry W.....	3 00
Goster, Mrs. Theodore G.....	5 00	Guttenberg, Richard A.....	10 00
Gibson, Mrs. Henry S.....	2 00	Guion, C. C.....	2 00
Gibson, Preston.....	2 00	Gutlerman, P. L.....	2 50
Gilbert, Clinton.....	3 00	Gursten, B..... E. B.	10 00
Gillis, Frank LeGrand.....	3 00	Gurnee, A. C.....	1 00
Gillis, Walter.....	3 00	Gurnee, Mrs. Walter S.....	5 00
Gillpatrick, Wallace..... S. R.	1 00	Gwynne, Arthur C.....	10 00

Hadden, Alexander M.	S. R.	\$8 00	Heimann, Julius	\$5 00
Hadden, Mrs. Harold F.		20 00	Heimerdinger, George C.	
Hadden, Mrs. Harold F.	S. R.	5 00	Co.	E. B.
Hadden, John A.	S. R.	5 00	Heinsheimer, Alfred M.	10 00
Hage, John D.	S. R.	5 00	Heintze, John C.	1 00
Hague, Miss Eleanor		10 00	Heiser, Miss Rosalie M.	1 00
Haines, Charles D.	S. R.	10 00	Heller, Miss Eugenie M.	5 00
Haines, Mrs. Charles D.		5 00	Helmor, George J.	1 00
Hall, Mrs. David		5 00	Hencken, Henry	10 00
Hall, Mrs. Edwin T.	S. R.	10 00	Henderson, Miss Mary W.	5 00
Hall, Frank Oliver		20 00	Hendricks, Mrs. Edgar	5 00
Hall, Mrs. Henry B.		5 00	Hendricks, Henry S.	5 00
Hall, John, Memorial Chapel.		25 00	Henriques, Mrs. C. A.	10 00
Hall, Miss Lois H.		5 00	Henry, Mrs. Howard H.	10 00
Hall, N. Brigham	E. B.	5 00	Henry, William	10 00
Ham, James M.		5 00	Hentz, Henry	10 00
Hammersley, Louis G.		50 00	Hepburn, W. M.	8 00
Hamlin, Mrs. T. S.		2 50	Hermann, Julius	5 00
Hammond, C. S. & Co.		5 00	Herrman, Arnold	5 00
Hammond, John Henry		10 00	Herrmann, Milton C.	5 00
Hammond, Mrs. John Henry		50 00	Herrmann, Morris	1 00
Hampson, Theodore		1 00	Herz, Mrs. F. W.	5 00
Hand, Eugene S.		10 00	Herzog, Miss Carrie M.	3 00
Handschin, Miss Elise		2 00	Herzog, Oscar M.	5 00
Harden, Percival L.		5 00	Hess, Edwin H.	5 00
Hardenbergh, Thomas E.		5 00	Hesse, Louis	3 00
Hardon, Miss Anne F.		10 00	Hewlett, Mrs. James A.	5 00
Hare, J. M.		5 00	Hewson, John H.	10 00
Harkness, Mrs. Charles W.		100 00	Higbie, James S.	15 00
Harkness, Edward S.	A. S.	3,000 00	Higgins, Charles M.	10 00
Harkness, Mrs. Stephen W.		25 00	Higgins, G. P.	2 00
Harrar, Charles J.		20 00	Hillhouse, Mrs. Charles B.	5 00
Harriman, Mrs. J. Arden		5 00	Hinchman, Mrs. Joseph	1 00
Harris, John F.		100 00	Hinckley, Mrs. Samuel N.	50 00
Harrison, Benjamin F.	E. B.	10 00	Hirsch, Richard	G. R.
Hart, Hastings H.		2 00	Hirsch & Schofield, Inc.	5 00
Hart, M. M.	E. B.	10 00	Hitch, Mrs. F. D.	25 00
Hartford Machine Screw Co.		1 00	Hitchings, Hector M.	5 00
Haskell, Mrs. J. A.	E. B.	1 00	Hoag, Mrs. J. Edward	3 00
Hatters' Fur Exchange.		3 00	Hodgson, Edwin A.	1 00
Hawks, Miss Mary G.		2 00	Hoe, Mrs. Richard M.	25 00
Hayden, Mrs. Horace J.		10 00	Hoe, Mrs. Robert	5 00
Haynes Automobile Co.	E. B.	10 00	Hoffman, F. B.	10 00
Haynes, Miss Louise deF.		5 00	Hoffman, Mrs. Francis B.	S. R.
Haynes, W. deF.		5 00	Hoffman, Miss Mary U.	10 00
Hazard, Mrs. F. R.		5 00	Hoffman, Samuel V.	10 00
Healy, A. August		10 00	Hogan, Mrs. Jefferson	5 00
Hearn, James A. & Son.		25 00	Holbrook Bros.	E. B.
Hebberd, Robert W.	E. B.	10 00	Holden, Mrs. E. B.	10 00
Heckscher, Mrs. A. H.		10 00	Holden, John C.	5 00
Heckscher, Miss Anna M.		50 00	Hollander, T. C.	G. R.
Heide, Henry	S. R.	10 00	Holmes, Edwin T.	10 00
Heide, Henry	E. B.	10 00	Holmes Electric Protective Co.	10 00
Heidgerd, J. H.		5 00	Holt, Miss Constance B.	15 00
Heidgerd, D. & H.		5 00	Holt, Henry	10 00
Heilbronner, Louis	G. R.	10 00	Holt, Mrs. L. Emmett	10 00
			Holt, Philetus H.	10 00
			Holt, Robert S.	20 00
			Holter, Mrs. Edwin O.	50 00

Holter, Mrs. Edwin O.	S. R.	\$50 00	I	
Holtzinger, M. F.		5 00	Ihler, John D.	\$2 00
Hood, Miss Juliet K.	S. R.	75 00	Jams, J. Horton	5 00
Hopf, Mrs. Louise A.		3 00	Ira, Charles F.	10 00
Hopkins, Mrs. Frank T.		1 00	Inaste, Miss Eliza	10 00
Hopkins, J. A. H.		5 00	Irwin, H. F.	G. R.
Horkheimer, B. S.		5 00	Iselin, Mrs. Columbus O'D.	2 00
Hornblower, M. Miller		10 00	Iselin, William & Co.	10 00
Potter & Earle		10 00		
Horwitz, H. L.		5 00	J	
Hosmer, Mrs. E. deF.		10 00	Jackson, Mrs. H. E. D.	5 00
Hotel Belmont	E. B.	5 00	Jackson, Mrs. William H.	5 00
Hotel Braddock Co.	E. B.	5 00	Jackson, Mrs. William H. S.	5 00
Hovey, Mrs. Henry E.		5 00	Jacob, Miss Eleanor V.	1 00
Howard, Mrs. Ezra		5 00	James, Henry, Jr.	10 00
Howe, Henry M.		10 00	James, E. C.	25 00
Howell, Mrs. Willis K.		1 00	Jandron, W. J.	5 00
Howland, Horace F.		5 00	Jeffrey, A. McL.	3 00
Howland, Mrs. Joseph		10 00	Jeffrey, A. McL.	S. R.
Hoyt, Miss Gertrude L.		10 00	Jernain, Miss M. C.	30 00
Hoyt, Mrs. Henry M.		10 00	John, Herman	15 00
Hoyt, Jesse		10 00	Johnson, Mr. & Mrs. B.	3 00
Hoyt, John S.		25 00	Johnson, F. Coit	G. R.
Hoyt, Mrs. John Sherman	S. R.	10 00	Johnson, Mrs. Francis Howe	5 00
Hoyt, Winfield S.		10 00	Johnson, Gilbert H.	50 00
Hubbard, Charles & Co.		2 00	Johnson, Gilbert H.	S. R.
Hubbard, Mrs. Thomas H.		10 00	Johnson, J. William	5 00
Hubbell, Mrs. Charles		10 00	Johnson, James W.	25 00
Huckley		10 00	Johnson, Leeds	5 00
Hubbs, Charles F. & Co.	E. B.	2 00	Johnstone, The Misses	5 00
Hubert, Conrad		10 00	Jones, Miss Abbie E.	10 00
Hull, Mrs. P. A.		5 00	Jones, Arthur Russell	15 00
Hull, Mrs. Charles A.		5 00	Jones, Charles W.	10 00
Hull, Mrs. George H., Jr.		3 00	Jones, Miss Helen S.	5 00
Hun, Marcus T.		10 00	Jones, Mr. & Mrs. Paul T.	2 00
Hungerford Brass & Copper Co.	E. B.	25 00	Jones, Mrs. S. Beach	5 00
Hunt, Arthur F.		5 00	Jones, W. Strotner	10 00
Hunt Metal Specialties Co.	E. B.	1 00	Jost, Martin	50 00
Hunt, Robert W. & Co.	E. B.	2 00	Joseph, Mrs. Laurens	1 00
Hunt, Thomas		5 00	Judkins & McCormick	5 00
Hunter, Samuel	G. R.	5 00	Co.	5 00
Huntington, Mrs. C. R.		5 00	Judson, Henry I.	10 00
Huntington, Mrs. Francis C.		5 00	Juhring, W. L.	5 00
Huntington, Mrs. George H.		10 00	Julian, R. L.	1 00
Hurst, C. W.	E. B.	5 00	K	
Husted, Miss M. Katherine		15 00	Kalt Lumber Co.	E. B.
Huyck, Mrs. Francis		5 00	Kane, Mrs. John Innes	10 00
Huyler, Mrs. Conter	G. R.	10 00	Katzenbach & William Henry	1 00
Hyatt, Abram M.		3 00	Katzenbach & Bullock Co.	E. B.
Hyde, A. Fillmore		10 00	Kaufmann, B.	15 00
Hyde, Mrs. Clarence M.		25 00	Kayser, Julius	10 00
Hyde, Clifford D.		1 00	Keasbey, Robert A. Co.	5 00
Hyde, Ralph M.		10 00	Keller Printing Co.	2 00
Hyman, Mrs. D. M.		25 00	Kellogg, Mrs. Frank L.	5 00
			Kellogg, Mrs. Frederic R.	5 00

*Deceased.

Kellogg, Herbert S.....	\$5	00	
Kelsey, C. H.....	50	00	
Kemble, George I.....	3	00	
Kendall, The Misses.....	20	00	
Kendall, William S.....	15	00	
Kendall, Mrs. William S.....	20	00	
Kenney, Mrs. H. Van Rensselaer.....	5	00	
Kemmerly, Mrs. Seph.....	1	00	
Kerr, Mrs. Louis S.....	10	00	
Kerr, Robert C.....	25	00	
Kerr, Walter.....	20	00	
Keys, Edward L.....	5	00	
Keys, Mrs. Elizabeth H.....	5	00	
Kidder, Mrs. A. M.....	25	00	
Kidder, Edward H.....	1	00	
Kilner, Samuel E.....	E. B.	1	00
Kimball, Miss Emily.....	G. R.	1	00
Kimball, Mrs. Paul W.....	5	00	
Kimball, Mrs. Ruel B.....	5	00	
Kindleberger, Mrs. E. Crosby.....	1	00	
King, Elliott H.....	1	00	
Kingsford, Irving B.....	25	00	
Kingsland, Mrs. William M.....	5	00	
Kingsley, Mrs. Clarence D.....	G. R.	1	00
Kingsley, W. S.....	2	00	
Kirk, H. B. & Co.....	E. B.	2	00
Kirkham, Mrs. Edward.....	4	00	
Kissel, Mrs. Gustave E.....	10	00	
Kissel, Mrs. W. Thorn.....	10	00	
Klass, Max.....	E. B.	1	00
Kling, Mrs. Charles Potter.....	10	00	
Knauth, Nachod & Kuthe.....	20	00	
Knopf, Samuel.....	5	00	
Knothe, Adolph C.....	E. B.	3	00
Knott, William J.....	E. B.	3	00
Knox, Henry H.....	5	00	
Knox, Mrs. Henry H.....	5	00	
Kohn, Harry D.....	5	00	
Kohnstamm, Edward, Leo & Joseph.....	E. B.	10	00
Koster, C. H. Co.....	E. B.	1	00
Kouwenhoven, Peter.....	10	00	
Krans, Mrs. Edward H.....	5	00	
Kress, Samuel H.....	2	00	
Kurshebt, Manuel A.....	5	00	
Kyle, John M.....	10	00	
L			
Ladd, William Sargent.....	10	00	
Lambert, V.....	5	00	
Lambert, Miss Helen W.....	G. R.	10	00
Lamont, Miss Elizabeth K.....	50	00	
Lamont, Mrs. Thomas W.....	G. R.	25	00
Landon, Mrs. Henry H.....	510	00	
Lane, Wolcott G.....	25	00	
Langer, A. Frank.....	5	00	
Langhar, H. L.....	1	00	
Langstader, Aaron.....	5	00	
Langton, John.....	50	00	
Lanman & Kemp.....	5	00	
Lasher & Schrop.....	10	00	
Law, B. W.....	3	00	
Lawrence, Miss Caroline T.....	5	00	
Lawrence, John Burling.....	20	00	
Lawrence, Mrs. William W.....	15	00	
*Lawrence, W. W.....	10	00	
Lawson, Jacob, Bag Co.....	E. B.	5	00
Lawson, William M.....	G. R.	5	00
Leaman, Walter E.....	2	00	
Learned, C. M.....	2	00	
Leavitt, Mrs. C. W., Jr.....	10	00	
Leavitt, William F. B.....	1	00	
Lederer, Emanuel.....	2	00	
Lee, Frederick G.....	2	00	
Lee, Mrs. Frederick G.....	3	00	
Lester, Miss M. Eliza- beth.....	10	00	
Lee, John Lorton.....	13	00	
Leeb, Alfred.....	5	00	
Lech, Mrs. John E.....	2	00	
Leffers, Mrs. Franklin B.....	5	00	
Lefferts, Frederick R.....	25	00	
Lehmann, George P.....	10	00	
Lehmaier, James M.....	10	00	
Lehmaier, Mrs. H. H.....	S. R.	100	00
Leland, Mrs. Charles H.....	25	00	
Leland, Miss L. A.....	S. R.	10	00
Lemlein, Assa.....	2	00	
Lenox Ave. Unitarian Church.....	10	00	
Leonard, Harrie F.....	G. R.	5	00
Leonard, T. M.....	5	00	
LeRoy, Mrs. Edward A.....	10	00	
LeRoy, Mrs. Robert.....	G. R.	10	00
Levy, Irving B.....	G. R.	10	00
Levy, Ephraim B.....	5	00	
Levy, Leo.....	5	00	
Lewis, Mrs. August.....	G. R.	10	00
Lewis, F. H.....	5	00	
Lewisohn, Adolph A.....	25	00	
Lewisohn, The Misses Alice and Irene.....	350	00	
Lewiston, Samuel A.....	25	00	
Libby, August.....	5	00	
Lichtenstein, Mr. Isaac.....	G. R.	3	00
Lichtenstein, Paul.....	G. R.	10	00
Liebmann, Mrs. Adolf.....	S. R.	7	00
Liebmann, Julius.....	10	00	
Limberg, Richard.....	5	00	

* Deceased.

Limburg, Herbert R.....	\$10	00	
Lincoln, Mr. & Mrs. F. W.....	S. R.	5	00
Lincoln, Mrs. Lowell.....	5	00	
Lindholm, Miss Emilie.....	2	00	
Lindley, Mr. & Mrs. John.....	S. R.	2	00
Lin Brewery.....	E. B.	10	00
Livingston, Miss Julia.....	10	00	
Lloyd, Herbert M.....	5	00	
Lloyd, Miss Mercy H.....	2	00	
Lobenstein, William C.....	25	00	
Locke, John M.....	3	00	
Locke, W. A.....	E. B.	3	00
Lockwood, Miss Anna M.....	25	00	
Lockwood, Mrs. I. Ferris.....	10	00	
Loenic, R. R.....	5	00	
Logie, Alexander & Co.....	10	00	
Loomis, Mrs. Henry P.....	5	00	
Loomis, Sherman.....	5	00	
Looran, Matthew M.....	10	00	
Lord, Mrs. George deForest.....	10	00	
Lorentzen, Mrs. Carl C.....	5	00	
Lorentzen, H. K.....	E. B.	2	00
Loring, Daniel A.....	25	00	
Loveman, Mrs. A. H.....	3	00	
Low, Miss Harriette.....	3	00	
*Low, Seth.....	5	00	
Low, William G.....	25	00	
Ludington, Mrs. Charles H.....	5	00	
Ludington, Miss Mary L.....	S. R.	5	00
Ludlam, George P.....	5	00	
Ludlow, William O.....	2	00	
Ludlum, Albert C.....	E. B.	10	00
Ludgers, George & Co.....	E. B.	25	00
Lund, Miss Elle L.....	2	50	
Lydig, David.....	10	00	
Lydorf, Mr. & Mrs. Oliver Smith, Jr.....	10	00	
Lyon, Charles O.....	5	00	
M			
McBee, Silas.....	S. R.	5	00
McCagg, Louis B.....	10	00	
McCann, Mrs. Robert L.....	5	00	
McClain, J. F.....	5	00	
McClellan, George B.....	10	00	
McClellan, Mrs. George B.....	10	00	
McCConnell, Frank W.....	5	00	
McCready, Miss Esther- ina F.....	5	00	
McDonald, Mrs. W. J.....	5	00	
McEwen, Thomas.....	1	00	
McGirr, E.....	E. B.	5	00
McGovern, Miss Eleanor.....	5	00	
McGovern, Mrs. James.....	5	00	
McIntyre, H. W.....	E. B.	10	00
McKee, Mrs. James R.....	5	00	
McKim, John A.....	\$10	00	
McLanahan, Mrs. George.....	1	00	
McLane, Guy R.....	10	00	
McLane, Mrs. James W.....	2	00	
McLaughlin, H. A.....	E. B.	10	00
McLean, Miss Ellen.....	3	00	
McLean, Miss Ethel L.....	50	00	
McLean, James.....	50	00	
McQueen, D. P.....	25	00	
Macarou, Miss Maud A.....	5	00	
MacCracken, Henry N.....	5	00	
MacDonald, Mrs. C.....	5	00	
MacCratin, Malcolm.....	10	00	
MacMurray, Mrs. H. V.....	5	00	
Macy, Josiah.....	2	00	
Macy, Valentine E.....	25	00	
Maddock, Sidney.....	G. R.	3	00
Magee, James.....	5	00	
Mager, Mrs. F. Robert.....	10	00	
Mann, William.....	1	00	
Mandel, Max.....	5	00	
Manierre, Charles E.....	5	00	
Manning, Mrs. Dora A.....	S. R.	20	00
Manning, Mrs. F.....	15	00	
Manning, William T.....	10	00	
Mansfield, Howard.....	5	00	
March, Miss V. A.....	2	00	
Markowitz, Mrs. A. L.....	1	00	
Maron, Otto.....	5	00	
Marrow, I. L. & Co.....	2	00	
Martin, Alfred W.....	2	00	
Martin, Mrs. Alfred W.....	3	00	
Martin, Edward S.....	1	00	
Martin, Miss Mary.....	2	00	
Martin, William V.....	5	00	
Marvin, Mrs. Arthur T.....	3	00	
Marvin, Mrs. Walter R.....	5	00	
Marwick, James.....	10	00	
Marwick, Mrs. James.....	5	00	
Mason, Alfred.....	4	00	
Mason, Charles J.....	2	00	
Mason, Mrs. George Grant.....	15	00	
Mason, Mrs. James.....	25	00	
Mather, Charles M.....	5	00	
Mathews, Charles T.....	5	00	
Mathews, Mrs. John R.....	3	00	
Mathewson, Douglas.....	S. R.	5	00
Mathewson, Mrs. B.....	1	00	
Matheson, Miss Emma B.....	2	00	
Mathews, Mrs. C. C.....	2	00	
Maurice, C. S.....	20	00	
Maurice, Miss Marian B.....	10	00	
Mauzy, Mrs. Henry T.....	5	00	
Mayer, Edward L.....	10	00	
Maynard, Miss Helen L.....	5	00	
Meggs, Mrs. Ferris J.....	25	00	
Melick, George P.....	10	00	
Merck, George.....	5	00	

* Deceased.

Merriam, Miss Annie L.	\$5 00	Mueller, Charles F.	\$5 00
Merrick, Elliott T.	5 00	Muller, Adam	5 00
Merrill, Mrs. Charles E.	2 00	Muller, Mrs. Edwin, Jr.	5 00
Merrill, Mrs. Edwin G.	5 00	Muller, Schab & Co.	10 00
Merrill, Mrs. Isaac H.	5 00	Munger, Harry C.	10 00
Merrill, Mrs. Payson.	10 00	Munn, Charles A.	10 00
Merrill, Ralph W.	1 00	Munn, John P.	5 00
Messero, Mrs. Katharine M.	5 00	Munnich, Mrs. Adeline	5 00
Metcalf, Mantion B.	50 00	M.	2 00
Metropolitan Tobacco Co.	5 00	Munroe, Mrs. Chester C.	5 00
Meyer, William & Co.	5 00	Munson, Mrs. Robert H.	10 00
Mevers, Edwin L.	5 00	Munson, Mrs. W. D.	10 00
Middlebrook, William W.	2 00	Murray Miss Charmine.	3 00
Middleton & Co.	10 00	Myers, Charles H.	1 00
Miles, Samuel A.	10 00	N	
Miller, Mrs. Alexander	10 00	Nash, Mrs. Edmund	G. R. 15 00
Miller, Rudolph P.	5 00	Nassau Smelting & Refining Co.	5 00
Miller, Doull Co.	E. B. 5 00	Nathan, Mrs. Harmon	10 00
Millet, Mrs. Emma C.	5 00	National Exhibition Co.	5 00
Milligan, Charles	2 00	Neave, Mrs. Charles	5 00
Minford, Miss Agnes A.	5 00	Neaser, Miss E. L.	5 00
Minturn, Robert S.	5 00	Nelson, Charles N.	60 00
Mitchell, Mrs. Ernest	3 00	Neumeier, Ferdinand	E. B. 5 00
Mitchell, Mrs. John Murray	10 00	Neumeier, Mrs. Gustave H.	G. R. 5 00
Moeller, Miss Hannah	2 00	New Home Sewing Machine Co.	5 00
Moffat, R. Burnham	20 00	Netwell, Mrs. James S.	S. R. 1 00
Moller, Edwin Clarence	5 00	Newman, C.	E. B. 5 00
Monday Afternoon Sewing Circle	5 00	Nichols, Mrs. Acosta	10 00
Montant, Alphonse	5 00	Nichols, George E.	G. R. 50 00
Moore, Mrs. Frank W.	2 00	Nichols, Mrs. John W.	5 00
Moore, George G.	5 00	Nichols, Morton C.	5 00
Moore, Herbert	G. R. 10 00	Nichols, Seth	5 00
Moore, Miss Katherine T.	10 00	Nichols, William H.	10 00
Moore, Mrs. William H.	25 00	Nielsen, S.	5 00
Morhouse, Miss Clara	25 00	Nielsen, S.	S. R. 10 00
Morgan, Miss Caroline L.	10 00	Niles Bement Pond Co.	E. B. 25 00
Morgan, Mrs. Edith P.	10 00	Noble, R. G.	10 00
Morgan, J. P.	30 00	Noonan, T.	S. R. 1 00
Morgan, Mrs. John T.	5 00	Norrie, Miss Mary	S. R. 30 00
Morgan, Miss Mary P.	2 00	North, Miss Helen B.	5 00
Morgan, Miss Pauline	5 00	North, Nelson L.	5 00
Morgan, Mrs. Perpont	10 00	Northrup, Mrs. William P.	3 00
Morganstem, Albert G.	5 00	Norton, Mrs. Frank L.	5 00
Morgenthau, M. L.	10 00	Norton, Mrs. Nathaniel R.	G. R. 1 00
Morice, John H.	E. B. 10 00	Nourse, Miss Juliet L.	5 00
Morningstar, Joseph	E. B. 5 00	O	
Morrill, Edward T.	10 00	Oakley, Alonzo G.	5 00
Morris, Mrs. Henry Lewis	5 00	Oberdorff, David	10 00
Morris, Mrs. John A.	10 00	Oberdorff, David	E. B. 5 00
Mortensen, Waldemar	10 00	O'Donohue, Mrs. Joseph J.	5 00
Morton, Mrs. Paul	5 00	Oelrich, Mrs.	5 00
Moses, Mrs. Emanuel	5 00	Ogden, Mrs. Charles W.	10 00
Mott, J. L. Iron Works.	5 00		
Mott, Lewis F.	5 00		
Mason & Wood	5 00		
Mouraille, Mrs. Gustave	1 00		
Mouraille, Miss M. M.	2 00		

Ogden, Mrs. F. C.	\$20 00	Pegram, Edward Sanford S. R.	\$5 00
Ogden, Miss Mary F.	10 00	Peeler, Siegfried	5 00
Oil Seeds Company	10 00	Peller, Buhler & Co.	E. B. 10 00
Oloott, Dudley	25 00	Pell, Alfred	10 00
Oloott, Mrs. E. E.	5 00	Pell, James D.	10 00
Oloott, George M.	25 00	Pennington, Joseph P.	15 00
Oloott, Miss Katharine L.	5 00	Perkins, Miss Elizabeth	5 00
Oloott, Mason	2 50	Perkins, G. Lawrence	10 00
Ollsheimer, Mrs. Henry	5 00	Perkins, W. H.	25 00
Olney, Mrs. Peter B.	1 00	Perkins, Mrs. Gilman H.	5 00
Olyphant, F. M.	10 00	Perkins, Mrs. J. Newton. G. R.	10 00
Olyphant, Robert M.	10 00	Peters, Miss Alice R.	5 00
O'Neil, Mrs. Hugh	5 00	Peters, Mrs. Edward McC.	5 00
Opdyke, Mrs. Emerson	10 00	Peters, Miss Isabel M.	G. R. 5 00
Opdyke, William S.	5 00	Peters, Ralph	10 00
Openhym, Mrs. Adolphe	10 00	Peters, Mrs. William R.	10 00
Oppenheimer, Henry S.	10 00	Peterson, Mrs. Wilson	10 00
Orth, Charles D.	E. B. 10 00	Pfeiffer, C. G.	E. B. 10 00
Osborn, Mrs. George W.	1 00	Pfister & Vogel Leather Co.	5 00
Osborn, Mrs. Ralph	10 00	Phelps, Mrs. Charles	5 00
Osborn, William Church	100 00	Phelps, Mrs. Marion Von R.	25 00
Osborne, David Munson	5 00	Phelps, Mrs. William W.	15 00
Otter, S.	E. B. 5 00	Phillips, T. W. S.	15 00
Ottley, James H.	10 00	Phipps, Miss Ada	5 00
Outerbridge, A. E.	E. B. 10 00	Pier Bros.	E. B. 15 00
Outwaite, Leonard	10 00	Pierpont, Miss Julia J.	10 00
		Pierpont, Seth Low	10 00
		Pinkerton, Allan	10 00
		Pioneer Braid Mill Co.	E. B. 2 00
		Pitkin, Mrs. Albert J.	25 00
		Platt, Edward H.	5 00
		Platt, Edward H.	15 00
		Pohlmann, George	1 00
		Polachek, John Bronze & Iron Co.	E. B. 1 00
		Polak, Edward	2 50
		Pollak, Charles N.	S. R. 10 00
		Pollak, Gustav	5 00
		Pollak, W. G.	G. R. 10 00
		Porter, Mrs. Charles	5 00
		Porter, Charles Frank	10 00
		Pope, Miss Elizabeth A.	5 00
		Porter, Alexander J.	2 00
		Porter, Mrs. Clarence	10 00
		Porter, Mrs. Nathan W.	10 00
		Post, Abram B.	5 00
		Post, Andrew J.	5 00
		Post, Andrew J.	E. B. 5 00
		Post, Carson Carroll	5 00
		Post, James H.	25 00
		Potter, Mrs. Edward T.	5 00
		Potter, Miss Grace H.	5 00
		Pouch Edgar D.	10 00
		Powell, Wilson M., Jr.	50 00
		Powers, Kilburn	1 00
		Pratt, Charles H.	25 00
		Pratt, Mrs. Charles M.	25 00
		Preuss, Joseph S.	10 00
		Prentiss, Henry	10 00

Presbrey, Miss Alice	\$2 00	Riker, Mrs. Samuel	\$10 00
Presbrey, Mrs. Frank	5 00	Riker, William J.	10 00
Presbrey, Mrs. Frank	S. R. 5 00	Ripley, Miss Susan S.	2 00
Presly, Mrs. M. W.	5 00	Rives, George L.	10 00
Preston, Lewis B.	E. B. 5 00	Rives, Mrs. W. C.	5 00
Preston, Mrs. Lewis		Robbins, Chaudier	10 00
Butler	25 00	Robbins, Herbert D.	E. B. 5 00
Preston, Mrs. Veryl	5 00	Robbins, Percy A.	25 00
Pricken, Adolf	S. R. 50 00	Roberts, G. Rodgers	10 00
Prince, Mrs. Benjamin	25 00	Roberts, John E.	10 00
Prior, Miss Elizabeth S.	S. R. 5 00	Roberts, Mrs. Maria L.	25 00
Proctor, Mrs. Thomas R.	10 00	Roberts, Mrs. Maria L.	S. R. 10 00
Fryor, Mrs. S. Morris	2 00	Robertson, W. A.	G. R. 5 00
Pulitzer, Mrs. Joseph	10 00	Robinson, Mrs. Douglas	5 00
Pulsifer, N. T.	10 00	*Robinson, Eli K.	25 00
Purdy, Thomas C.	5 00	Robinson, Mrs. Robert	
Purinton Miss Amelia		Robinson, Mrs. Thomas	5 00
J.	5 00	D.	10 00
Putnam's, G. P. Sons	10 00	Robison, Mrs. William	G. R. 2 50
Pyne, Mrs. M. T.	S. R. 10 00	Rockhife, Charles A.	1 00
R		Rockwood, Miss Katharine C.	5 00
Racky, John	2 00	Rodewald, Miss A. Leontine	
Rainsford, William S.	5 00	Roer, Livingston	3 00
Ransom, Mrs. Paul C.	5 00	Roher, Frederick	5 00
Rapport, Jacob	5 00	Roessler & Hasslacher	
Rathbone, Richard C.	5 00	Chemical Co.	10 00
Ravner, William	3 00	Rogers, Francis	10 00
Raymond, A. B.	E. B. 5 00	Rogers, Mrs. John S.	10 00
Raymond, R. W.	10 00	Rogers, Noah C.	2 00
Reed, Mrs. William A.	25 00	Rogers, Mrs. W. B.	10 00
"Redkitts"	25 00	Rolle Rubber Co.	10 00
Redmond, G.	5 00	Roosevelt, Mrs. J. West	5 00
Redmond, Roland L.	10 00	Root, Charles T.	10 00
Redmond, Miss Emily	10 00	Root, Mrs. Charles T.	S. R. 5 00
Reed, Henry Douglas	5 00	Rosenbaum, Arthur A.	10 00
Rees, Louis J.	2 00	Rosenbaum, Harold A.	5 00
Remington, Mrs. Frederic	10 00	Rosenbaum, Selig	10 00
Remington, H. W.	10 00	Rosenbaum, Solomon G.	10 00
Rensen, Miss Elizabeth G.	G. R. 100 00	Rosenfeld, Edward L.	5 00
Rensen, Miss Margaret	S.	Ross, W. A. & Bros.	E. B. 5 00
S.	10 00	Rosbach, J. H. & Bros.	E. B. 5 00
Rensen, Mrs.	10 00	Rosbach, Jacob	5 00
Reutter, Mrs. Robert	5 00	Rothbarth, Albert	G. R. 10 00
Reynolds, George G.	5 00	Rowlley, Loren A.	1 00
Rhoades, Miss J. H. H.	10 00	Royce, James C.	10 00
Rhoades, Miss Nina	50 00	Ruppert, Frederick K.	10 00
Richard, Miss Elvina	5 00	Rusch & Co.	10 00
Richard, Miss Elvina	S. R. 10 00	Rushmore, J. D.	1 00
Richard, Harold C.	10 00	Russell, Archibald D.	50 00
Richards, E. G.	20 00	Russell, Mrs. Howland	10 00
Richards, Mrs. Eben	5 00	Russell, Mrs. Howland	S. R. 5 00
Richards, Edward C. M.	2 00	Russell, Irving L.	2 00
Richards, Howard	2 00	Russell, James W.	2 00
Richardson, Mrs. C. T.	E. B. 25 00	Russell, Miss Marie L.	50 00
Richardson, M. T.	2 00	Russell & Erwin Mig.	
Richardson, Mrs. William		Co.	G. R. 5 00
J.		Ryerson, Mrs. A.	5 00
Richardson Bros	5 00	Ryon, John R.	1 00
Riggs, George C.	5 00		

* Deceased.

S		Schwarzenbach, Robert	
St. Peter's Lutheran		J. F.	\$5 00
Church	\$12 00	Scott, Deanna	15 00
St. Thomas's Parish	10 00	Scott, Mrs. George S.	30 00
Sabin, Charles H.	10 00	Scott, Miss Louise B.	10 00
Sabin, Charles H.	S. R. 25 00	Scott, Walter	10 00
Sachs, Arthur	25 00	Scovill, Mrs. Henry W.	5 00
Sackett, Henry W.	E. B. 5 00	Scoville, Miss Edith	10 00
Sackman Bros Co.	E. B. 5 00	Scoville, Miss Grace	S. R. 25 00
Sage, Dean	100 00	Scoville, Miss Lois	
Sage, Dean	A. S. 400 00	Church	5 00
Sage, Dean	E. B. 1,000 00	Seasonings	S. R. 5 00
Sage, Mrs. Russell	100 00	Sedgwick, Henry D.	5 00
Said, Emma	10 00	See, A. B. Electric	
Saks & Co.	5 00	Elevator Co.	15 00
Salisbury, Mrs. L. A.	5 00	Seaman, Daniel W.	10 00
Salm-Hoogstraeten,		Seaman Bros	10 00
Countess Otto	25 00	Selden, A. K., Jr.	2 00
Samuels, Frank H.	5 00	Seligan, George W.	5 00
Sanderson, Edwin N.	5 00	Seligran, Isaac N.	10 00
Sands, Mrs. Philip J.	10 00	Seligman, Joseph L.	5 00
Sands, Mrs. Philip J.	S. R. 5 00	Seligberg, Alfred F.	5 00
Sanford, Edward T.	3 00	Seton, Mrs. Alfred	G. R. 25 00
Sanford, Mrs. Leonard G.	G. R. 5 00	Seymour, Mrs. Edward	
Sanger, Mrs. & Mrs. William C.	5 00	W.	5 00
Satterthwaite, Mrs. P.	10 00	Soyneur, Mrs. J. H.	5 00
Satterthwaite, Mrs. M. s.	5 00	Shainwald, Mrs. Ralph	
Sard, Grange	5 00	L.	5 00
Satherthwaite, Mrs. P.	5 00	Shaw, James K.	E. B. 5 00
Thomas E.	15 00	Sheldon, Edwin B.	25 00
Saul, Charles R.	5 00	Shelton, George G.	10 00
Saunders, Arthur C.	5 00	Shepard, Mrs. E. F.	25 00
Sawyer, Decatur M.	5 00	Shepard, Mrs. Finley J.	50 00
Sawyer, Mrs. H. E.	5 00	Sherman, Charles A.	10 00
Saxe, Sigmund	5 00	Sherman, Mrs. Frederick	
Sayre, Miss Mary Hall	5 00	D.	3 00
Sayres, Gilbert	2 00	Sherman & Sons Co.	E. B. 10 00
Schefer, A. H.	10 00	Sherwill, Miss Helen C.	1 00
Schelling, Mrs. Ernest	E. B. 25 00	Sherwood, Miss Jennie D.	5 00
Schelling, Mrs. Ernest	S. R. 4 00	Shillaber, William	10 00
Schenck, Mrs. H. F.	5 00	Sibley, Mrs. H. W.	15 00
Schenck, Mrs. J. F.	5 00	Sichel, Rene A.	2 00
Scheffelin, William Jay	15 00	Sidenberg, Charles D.	2 00
Schieffelin, Mrs. William Jay		Sidenberg, Mrs. George	
Jay	S. R. 5 00	M.	10 00
Schiff, Jacob	100 00	Siegnan, M. B. & Co.	5 00
Schiff, Mortimer L.	25 00	Siegel, Philip	3 00
Schmelzel, James H.	10 00	Silberstein, Abraham	2 00
Schnabel, Miss Laura	5 00	Simmons, Charles H.	S. R. 5 00
Schnabel, Miss Laura	S. R. 10 00	Simon, A. L. & Co.	10 00
Schunzwind, Heinrich, Jr.	3 00	Simon, Franklin	5 00
Schoeder, R. F.	E. B. 3 00	Simon, Horace	5 00
Schoening, M. E.	10 00	Sindlar, Mrs. D. B.	10 00
Schott, Hubert M.	G. R. 5 00	Sinclair, Edmund E.	5 00
Schubert, Henry	2 00	Sinclair, Miss Marjorie	10 00
Schuyler, Miss Georgina	5 00	T.	
Schuyler, Miss Louisa		Singer Sewing Machine	
Lee	5 00	Co.	G. R. 5 00
Schwab, Miss Emily	5 00	Sinnett, Thomas C., Jr.	E. B. 1 00
Schwab, Mrs. Lawrence		Sixth Presbyterian	
H.	5 00	Church	5 00
Schwartz, Louis F.	10 00	Skool, Roswell, Jr.	10 00
		Skougaard, Jens.	50 00

Slade, Miss Augusta P.	\$5 00	Stein, Miss Helen A.	\$2 00
Slade, Mrs. Francis H.	5 00	Steinhardt, Henry	10 00
Slade, Francis L.	5 00	Stepanek, Charles H. B.	E. B. 1 00
Slater, William Albert	25 00	Stephens, T. W.	5 00
Slater, Mrs. William A.	25 00	Stern, Albert	1 00
Sloan, Benson B. G. R.	5 00	Stern, Benjamin	10 00
Sloan, Mrs. Benson B.	10 00	Stern, Charles	5 97
Sloan, Mrs. George Beale	50 00	Stern, Joseph	2 00
Sloan, Miss Mary A.	2 00	Stetson, Francis Lynde	100 00
Sloan, Samuel	25 00	Stetson, Francis Lynde	S. R. 20 00
Sloan, Mrs. William S.	10 00	Stethheimer, Mrs. R. W.	3 00
Sloane, John	5 00	Stevens, Mrs. Byam K.	10 00
Sloane, Mrs. William Douglas	25 00	Stevens, Joseph	10 00
*Smith, A. Alexander	5 00	Stevens, Mrs. Richard W.	5 00
Smith, Mrs. A. Alexander	5 00	Stewart, Mrs. G. H.	15 00
Smith, Albert A.	5 00	Stewart, Lispenard	25 00
Smith, Mrs. Alfred H.	5 00	Stewart, W. R.	10 00
Smith, Mrs. C. W.	5 00	Stewart, W. R. S. R.	50 00
Smith, Eugene	25 00	Stiefel, Samuel	5 00
Smith, Mrs. Fitch W.	5 00	Stieglitz, Leopold	10 00
Smith, George C.	10 00	Stilman, Miss Charlotte R.	25 00
Smith, George D.	10 00	Stimson, Henry L.	10 00
Smith, Howard C.	10 00	Stimson, Lewis A.	10 00
Smith, Miss Madeline D.	5 00	Stine, J. R. & Co.	10 00
Smith, Pierre J.	15 00	Stires, Ernest M. S. R.	10 00
Solomon, Elias L.	1 00	Stirn, L. & E.	10 00
Solomon, Mrs. S. B.	3 00	Stokes, Mrs. Anson	10 00
Sommerich, Edwin	5 00	Phelps	100 00
Sorchan, Miss Louisa B.	10 00	Stone, Miss Annie	10 00
Sorchan, Mrs. Victor	3 00	Stone, Miss Ellen J.	25 00
Sorchan, Mrs. Victor S. R.	10 00	Stone, Junius H.	3 00
Sousa, John Philip	3 00	Storer, Albert H.	5 00
Spalding, A. G. & Bros.	10 00	Storoy, Miss L. M.	5 00
Spalding, Miss Helen H.	2 00	Straight, Willard D.	5 00
Sparks, T. Ashley	5 00	Strassberger, Reinhard W.	3 00
Spaulding, S. S.	10 00	Straus, Mrs. Marcus	5 00
Speir, Mrs. Louis D.	1 00	Straus, Percy K.	10 00
Spencer, Charles H.	5 00	Strauss, Albert	10 00
Spencer, Mrs. Edward	5 00	Strauss, Joseph	2 00
Speyer & Co.	10 00	Street, Julian L.	10 00
Speyers, Mrs. James Bayard	1 00	Strong, Mrs. James R.	10 00
Spool Cotton Co.	25 00	Strong, Mr. & Mrs. Thomas	5 00
Spring, Miss Anna R. S. R.	5 00	Stroock, Louis S.	5 00
Squibb, Miss Margaret R.	2 00	Sturgis, Frank K. D.	2 00
Squire, George H.	5 00	Sturgis, Mrs. Frank K.	2 00
Stacuk, Jacob E. B.	1 00	Sturgis, Thomas G. R.	5 00
Standish, Mrs. Myles	25 00	Suyvesant, Miss Anne W.	15 00
Standish, Mrs. Myles S. R.	10 00	Sullivan, Mrs. James S.	3 00
Stanley, John T. E. B.	10 00	Sullivan, Mrs. James S.	3 00
Star Waist House	1 00	Sullivan, Miss M. L.	10 00
Starr, Louis Morris	1 00	Sullivan, Miss Emily D.	5 00
Stauffen, Mrs. E.	1 00	Susquehanna, Silk Mills	2 00
Stebbins, E. Vail	2 00	Sutro, Ludwig	2 00
Stebbins, George C.	2 00	Swain, Edward A.	2 00
Stebbins, James H.	25 00	Swan, Mrs. Joseph R.	5 00
Stedman, John H.	5 00	Swan, Mrs. Lyndon M.	5 00
Steele, Charles	10 00		
Steers, James R.	10 00		

* Deceased.

Swetland, Mrs. Clara A.	\$5 00	Towne, Frank B.	\$10 00
Swezey, Mrs. Christopher	5 00	Townsend, Isaac	25 00
Swift, Walker E.	5 00	Townsend, Mrs. James M.	5 00
Swords, Mrs. Charles R.	3 00	Townsend, Miss Mary Allen	5 00
		Tracy, Miss H. D.	5 00
Taber, Miss Mary	5 00	Travers, George W.	5 00
Taft, Mrs. Theodore M.	5 00	Tredwell, Edgar A.	5 00
Talcott, Miss Anna M.	5 00	Trescow, A. F.	20 00
Tas, Emma	5 00	Troop, L.	5 00
Taylor, Mrs. Frank H.	5 00	Trotter, Theodore V. A.	15 00
Taylor, J. M.	1 00	Trowbridge, Mrs. J. A.	8 00
Taylor, S. Frederic	10 00	Truesdale, William	10 00
Taylor, William A.	10 00	Tuck, Mrs. Henry	5 00
Taylor, William Rivers	1 00	Tucker, Mrs. John E.	5 00
Thacher, Mrs. A. G.	15 00	Tucker, Mrs. Samuel	15 00
Thacher, Mrs. Thomas D.	5 00	Tuckerman, Alfred	10 00
Thaw, J. C.	20 00	Tuckerman, Mr. and Mrs. Paul	50 00
Thiele, E.	10 00	Turnbull, Miss Alice	5 00
Thieriot, Mrs. Charles H.	5 00	Turnbull, Miss E.	10 00
Thomas, Mrs. Allen M.	5 00	Turnbull, Mrs. Ramsay	5 00
Thompson, Mrs. Frederick F.	50 00	Turnbull, Mrs. Ramsay G. R.	5 00
Thompson, H. C.	5 00	Turner, Mrs. H. B.	10 00
Thompson, Mrs. Joseph T.	25 00	Tuska, Mrs. Morris	2 00
Thompson, Mrs. L. S.	10 00	Tuttle, Mrs. E. B.	5 00
Thomson, George M.	5 00	Tweedy, Mrs. R. B.	50 00
Thomson, John W.	10 00	Tyler, Mrs. Walter L.	5 00
*Thorburn, Mrs. J. M.	2 00	Tyrell, Benjamin H.	5 00
Thorburn, Mrs. L. N.	2 00	Tyrell, Charles A.	5 00
Thorley, Charles	10 00		
Thorn, Mrs. M.	3 00	U	
Thorne, Miss Eliza A.	5 00	Ullmann, Signmund E. B.	3 00
Thorne, Jonathan	5 00	Ullman, Mrs. Morris S.	3 00
Thorne, Samuel	10 00	Ullmann, Carl J.	20 00
Thorne, Mrs. Samuel	5 00	Ullmann, Ludwig	2 00
Thorne, W. V. S.	5 00	Undermyer, Samuel A. S.	200 00
Thurr, Mrs. S. C.	5 00	Underhill, Miss Annie E.	5 00
Thurston, Miss Amy R.	1 00	Underhill, W. P.	5 00
Tiebout, Miss Margaret B.	25 00	Underhill, Mrs. Walter	10 00
Tiffany, Louis C.	10 00	Underpinning & Foundation Co. E. B.	10 00
Tiffany Studios	5 00	Union Paper Co. E. B.	1 00
Tift Brothers E. B.	5 00	U. S. Bug Mfg. Co.	4 00
Thiford, Mrs. Henry M.	5 00	Ujohm, Richard R.	5 00
Thiford, Mrs. Henry M. S. R.	2 00	Untermyer, Samuel	5 00
Thilman, W. H.	5 00	Unz & Co.	5 00
Titus, Henry	5 00	Upham, Mrs. Elizabeth K.	10 00
Tjader, Mrs. Richard	5 00		
Tod, Mrs. J. Kennedy	5 00	V	
Todd, Mrs. Henry A.	3 00	Van Brunt, Jeremiah R.	5 00
Tolfree, James E.	10 00	Vanderpoel, Mrs. John A.	5 00
Tomkins, Calvin	5 00	Van Gerben, Mrs. Barend	25 00
Tompkins, Hamilton B.	10 00	Van Nest, Mrs. Frank R.	5 00
Tompkins, Hamilton B. S. R.	10 00	Van Raalte, Z.	10 00
Tompkins, Mrs. William W.	25 00	Van Santvoord, Miss Anna T.	20 00
Tompkins, Mrs. William W. S. R.	10 00		

* Deceased.

Van Santvoord, Miss Edith.....		Weber, W. Hoyt.....	\$1 00
Van Santvoord, S.....	\$1 00	Weber, Mrs. Albert L.....	10 00
Van Sinderen, Mrs. Howard.....	10 00	Weed, George E.....	1 00
Van Valkenberg, Carlton.....	2 00	Weil, Isaac.....	5 00
Van Wezel, Marcus S.....	5 00	Weil, M. Sanford.....	1 00
Van Winkle, Miss Mary D.....	10 00	Weiss, Hermann.....	G. R. 25 00
Van Winkle, Miss Mary S.....	1 00	Weiss, M. T.....	2 00
Varnum, Miss Amy L.....	2 00	Wellington, Miss Elizabeth R.....	50 00
Varnum, Mrs. James M.....	5 00	Wells, Cornelius L.....	5 00
Verdi, Mrs. C. deS.....	5 00	Wells, Henry C.....	5 00
Viele, Mrs. H. K.....	10 00	Wells, Mrs. Oliver J.....	5 00
Victor, Mrs. George F.....	5 00	Wells, James N. Sons.....	E. B. 5 00
Victor, Thomas F.....	20 00	Weish, Miss Gertrude C.....	15 00
Villard, Mrs. Henry.....	10 00	Welsh, Holme & Clark Co.....	10 00
Villard, Oswald Garrison.....	5 00	Wemple, W. Y.....	25 00
Voigt, Bernhard H.....	10 00	Wendt, Alfred.....	5 00
Vollmer, Mrs. Ernest G.....	10 00	Wendley, Robert L.....	3 00
Voorthes, James D.....	3 00	Wertheim, Jacob.....	25 00
Voss, Mrs. Frank S.....	G. R. 25 00	Wesley, Joseph R.....	G. R. 5 00
Vought, I. S.....	5 00	Westmore, Mrs. George P.....	G. R. 15 00
Wachams, A. V.....	G. R. 2 00	Wheeler, Edward J.....	5 00
Wadsworth, Mrs. Charles D.....	5 00	Wheeler, Miss Laura.....	10 00
Wadsworth, Herbert.....	50 00	Wheeler, C. E.....	2 00
Waitsfelder, A. S.....	2 00	Wheeler, Alexander M.....	10 00
Walbridge, H. D.....	10 00	White, Alfred T.....	10 00
Waldorf Astoria Hotel Co.....	E. B. 10 00	White, Miss Caroline E.....	10 00
Walker, Frederick W.....	5 00	White, B. J.....	G. R. 25 00
Walker, H. L.....	10 00	White, Miss Henry.....	10 00
Walker, Mrs. E. S.....	S. R. 3 00	White, Miss Mary.....	3 00
Walker, Martin.....	2 00	White, Miss May W.....	10 00
Walworth, Miss Ellen Hardin.....	1 00	White, Mrs. Rollin W.....	5 00
Wanamaker, John.....	5 00	White, William Augustus.....	25 00
Ward, Miss Caroline C.....	1 00	Whitehouse, Mrs. J. H.....	10 00
Ward, Mrs. Edgar B.....	5 00	Whitman, A. V.....	S. R. 1 00
Ward, Henry G.....	1 00	Whitlock, Mrs. M. G.....	10 00
Wardwell, Allen.....	20 00	Whitman, Mrs. J. E.....	3 00
Warner Sugar Refining Co.....	E. B. 10 00	Whitney, Arthur.....	10 00
Warren, Mrs. E. W.....	5 00	Whitney, Carl E.....	G. R. 10 00
Warren, W. W. J.....	1 00	Whitney, J. B. & Co.....	1 00
Warren, Walter Phelps.....	10 00	Whittemore, Howard.....	5 00
Washburn, William Ives.....	5 00	Wilkinson, Brothers & Co.....	5 00
Waters, Henry.....	S. R. 30 00	Wilkinson, Edward T.....	5 00
Watkins, S. H.....	15 00	Wilcox, William G.....	10 00
Watson, Charles W.....	10 00	Wilcox, Mrs. William G.....	10 00
Watson, Mrs. J. H.....	3 00	Willenborg, C. & Co.....	2 00
Watson, Mrs. James Sibley.....	30 00	Willenbrock, Mrs. Fred.....	2 00
Wayland, John Elton.....	5 00	Williams, Miss Anna W.....	2 00
Wayland, Thomas C.....	10 00	Williams, Mrs. Charles M.....	5 50
Webb, J. Watson.....	25 00	Williams, Frank D.....	5 00
Webb, Mrs. V.....	2 00	Williams, Howard H.....	5 00
Weber, Adna F.....			

Williams, James D.....	\$5 00	Wood, Mrs. George.....	\$5 00
Williams, Mrs. Timothy S.....	10 00	Wood, Mrs. J. Walter.....	S. R. 5 00
Williamson, Miss Mary B.....	2 50	Wood, James.....	10 00
Wilmerding, Lucius.....	10 00	Wood & Sellers.....	E. B. 5 00
Wilson, R. Thornton.....	10 00	Woodin, William H.....	15 00
Wingate, George W.....	10 00	Woodman, Raymond H.....	2 50
Winnans, Mrs. Augusta C.....	5 00	Woolley, Mrs. James V.....	2 00
*Winthrop, Edgerton L.....	25 00	Woolley, Mrs. Park.....	5 00
Wisch, P. Edward.....	E. B. 5 00	Work, J. Henry.....	10 00
Wisner, Charles.....	5 00	Wormser, Louis.....	10 00
Wisner, Miss Elizabeth H.....	25 00	Wrenn, Robert D.....	15 00
Wisser, John P.....	G. R. 5 00	Wright, Mrs. T. G. M.....	10 00
Witherbee, Mrs. Frank S.....	15 00	Wyckoff, Mrs. P. B.....	10 00
Withers, Mrs. Creighton.....	5 00		Y
Woerschoffer, Mrs. Anna.....	25 00	Yandell, Mrs. L. P.....	10 00
Wolff, Mrs. Clara F.....	20 00	Young, Mrs. A. Murray.....	20 00
Wolff, Mrs. Julius R.....	5 00		Z
Wolff, Louis.....	3 00	Zabriskie, Andrew C.....	20 00
Wolff, Samuel L.....	5 00	Zabriskie, Mrs. C.....	25 00
Wollman, Henry.....	S. R. 1 00	Zabriskie, George.....	S. R. 5 00
		Zabriskie, Mrs. George.....	10 00
		Zehnder, Mrs. C. H.....	5 00

ANONYMOUS CONTRIBUTIONS

1 of \$50.....	\$50 00	A. W.....	\$5 00
1 of \$25.....	25 00	A. Z.....	S. R. 10 00
1 of \$25.....	G. R. 25 00	B. G.....	10 00
1 of \$10.....	50 00	P. S.....	10 00
6 of \$5.....	30 00	A. B. X.....	5 00
1 of \$4.....	4 00	C. B. R.....	10 00
1 of \$4.....	S. R. 4 00	C. S. S.....	25 00
1 of \$2.....	S. R. 2 50	D. W. C.....	2 00
1 of \$2.....	2 00	E. E. A.....	10 00
1 of \$1.00.....	1 00	Q. B. O. Z.....	15 00
"Cash" Contributions.....		"Acorn".....	10 00
1 of \$15.....	15 00	Agent.....	S. R. 10 00
2 of \$10.....	20 00	"Cash C. W.".....	10 00
3 of \$5.....	15 00	"In Memoriam F. L.".....	10 00
2 of \$5.....	G. R. 10 00	In Memory of Miss Isabel Bogert.....	10 00
1 of \$2.....	E. B. 2 00	In Memory of My Beloved Husband, William E. Damon.....	5 00
9 of \$1.....	9 00	In Memory of My Friend, Samuel J. Barrows.....	10 00
2 of \$1.....	G. R. 2 00	A Friend.....	G. R. 2 00
1 of \$50.....	E. B. 50 00	Two Friends.....	6 00
1 of \$25.....	C. R. 2 00		
1 of \$10.....	E. B. 10 00		
J.....	3 00		

DONATIONS OF CLOTHING AND READING MATTER

Adams, Dr. C. J.....	Baldwin, Chas. M.....
Adams, Mrs. C. J.....	Bodine, Mrs. J. A.....
Ash, Mrs.....	Bogert, Mrs. Anna.....
Buchincloss, Mrs. C. C.....	Boulton, Mrs. Howard.....

Connor, J. C.
 Davis, C.
 Dudley, Mrs.
 Emerson, Mrs. J.
 Fackler, D. P.
 Foote, Miss J. Frances.
 Fuller, G. A.
 Goodnow, H. W.
 Greene, G. W.
 Greenwald, J. H.
 Hadden, Harold F.
 Hess, Mrs. Lois.
 Howes, Dr. R. W.
 Howsen, Hubert.
 Hurd, Richard M.
 Jackson, Geo. D.
 Judson, Henry.
 Judson, Mrs. H. J.
 Keeler, A. F.
 Kellog, Leonard F.
 Kendall, Mrs.
 Laufen, A.
 Logie, Robert.
 Lomes, S.

Mendelson, Mrs. M.
 Miller, Mrs. A.
 Moffat, R. Burnham.
 Mygatt, Mrs. L. C.
 Needlework Guild, N. Y.
 Oplyke, Emerson.
 Perry, Mrs. A.
 Post, Stephen R.
 Prentice, Mrs. W. P.
 Regensburg, J.
 Reynolds, Mrs.
 Schwab, Mrs. N.
 Scott, S. M.
 Shaler, H. G.
 Shields, A.
 Shiers, Mrs.
 Sisson, Lewis E.
 Spruance, Mrs. D. C.
 Sullivan, Chas. F.
 Taylor, S. F.
 Thomas, Mrs. H. W.
 Tripp, Miss.
 Wolner, E. J.
 Zabriskie, Mrs. Andrew C.

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

there 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 EIGHT.

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 bedwell 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. The annual meeting shall be held on the third Thursday of January in each year at half-past three in the afternoon at the office of the association.

The number of members composing the executive committee exclusive of the officers of the association, is hereby fixed at twenty-four, and divided into four groups or classes as follows: At the election held at the annual meeting of the year 1916, there shall be elected, to serve from that date, six members for the term of one year, six for the term of two years, six for the term of three years, and six for the term of four years. At each annual meeting thereafter six members shall be elected for the term of four years in place of those whose terms of office then expire. Any vacancies in the membership of the committee by death, resignation or otherwise, may be filled either by the association at any annual meeting, or, in interims between the annual meetings, by the executive committee.

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 surties 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 cor-

responding 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 employ-

ment 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 confinement, to report upon their health, reformation, upon convict labor, administration and internal police, on the comparative merits of different prison systems, and on the visitation of prisons and houses of reformation.

XIII. It shall be the duty of the committee on law to examine and report from time to time upon the penal legislation of the State, with their suggestions for the amendment thereto, to consider questions relating thereto which are under discussion in the press or the Legislature, including pending bills, and report their views and conclusions upon them, also to care for the law business of the association.

XIV. It shall be the duty of the committee on house to care for the maintenance of the real estate of the association.

XV. It shall be the duty of the committee on library to see that it is properly housed and catalogued and to take steps for its increase.

XVI. One or more agents may be appointed by the executive committee to assist the standing committees in their duties.

XVII. The president, chairman of the executive committee, and corresponding secretary shall be members, ex-officio, of all the standing committees.

XVIII. No alteration shall be made in these by-laws except upon notice of the proposed amendment given at a previous meeting of the executive committee.

Prison Progress in 1916

SEVENTY-SECOND ANNUAL REPORT

OF THE

Prison Association of New York

135 EAST 15TH STREET, NEW YORK

PART TWO

INSPECTIONS OF CORRECTIONAL INSTITUTIONS

ALBANY
J. B. LYON COMPANY, PRINTERS
1917

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INSPECTIONS

AUBURN PRISON FOR MEN, AUBURN

INSPECTED AUGUST 2, 1916, BY E. R. CASS

The warden, Charles F. Rattigan, is assisted by principal keeper John Martin.

RECOMMENDATIONS

1. The present cellblock should be replaced by a more modern type, if the present institution is to be retained. With the construction of better living accommodations, one necessary reform will have been accomplished. As long as this institution is maintained on the congregate plan, the system of dealing with the inmates will be seriously defective, inasmuch as proper and necessary classification and separation of inmates will be almost impossible. A farm industrial prison, on wide acreage, with cellhouses to accommodate between one hundred and fifty to two hundred and fifty inmates each, and distributed on the site in a manner which will prevent the general commingling of the prison population as much as possible, is highly desirable.

2. The work of installing large windows in the side walls of the cellhouses should be continued. Such large windows provide much light and air for the cellhalls, and for part of the cells.

3. The present jail quarters are entirely unsatisfactory. Prisoners under punishment should be kept in separate confinement; that is, it should not be possible for them to converse with other prisoners who are also under punishment. The quarters in which they are kept should be well supplied with light and air. The absence of natural light is not a necessary feature in disciplining a prisoner. Prisoners in the jail for more than 24 hours should be given the chance to exercise in the corridors.

4. Prisoners confined in their cells for punishment for more than 24 hours should receive daily exercise. Such confinement for weeks and months at a time without exercise should not be permitted.

5. The temporary jail section (former condemned cells) should be better lighted and ventilated, so as to eliminate the dampness.

6. The food should be so prepared that it will not be necessary to prepare the component parts of rations in separate units: for example, the stew might be made in three caldrons, each containing all the parts of the stew.
7. Better ventilation should be effected in the bake shop.
8. The tables in the messhall should be re-arranged so that they will be parallel to the wall dividing the kitchen from the messhall. This will allow the aisles between the tables to run the way the tables do now, and thus facilitate serving the food and also the entrance of prisoners into the dining room.
9. Effort should be made to provide some kind of work for prisoners in the isolation building, especially those who are kept there for weeks and months.
10. The boiler room and recreation room adjacent thereto, both of which are located near or under the kitchen, should be improved so as to make them habitable.
11. The space directly beneath the kitchen, complained about in the body of this report, should be improved.
12. A different place should be found to store the cookies and cakes instead of in the kitchen, as at present.
13. Effort should be made to keep the kitchen free from roaches.
14. Arrangements should be made, if the accommodations at Clinton will permit, to transfer tubercular cases thereto without delay.
15. All matters pertaining to the quantity and quality of food and tea and coffee should be improved on the basis of recommendations made in Part I of this annual report.
16. The gallery rails, particularly in the north wing, should be reinforced so as to lessen the danger of their collapse.
17. White enamel paint should be used for the interior of the cells. This makes a bright finish and can be easily washed.
18. Mattresses and blankets should be changed at least once every six months, instead of once every year.
19. The machinery in some of the shops should be so guarded as to protect the inmates from contact with circular saws, belts, cogwheels, etc.
20. The toilet compartments in the shop buildings should be completely enclosed and ventilated, through the side wall or roof. The fronts can be made partly of glass so that the keeper can observe the prisoner while in the compartment.
21. The cells should not be unlocked during the day.

22. Unless more work is provided for the hall men, the squads should be reduced in number. With the present numbers there is sufficient work to keep the men busy for two or three hours a day, and the remainder of the time they spend in idleness in the cellhalls, usually in groups. This should be discontinued.
23. In some of the shops where there is much planing and sawing proper exhaust attachments to the machines should be provided so as to take the sawdust, which is injurious to the inmates, from the rooms.
24. Automatic sprinklers should be provided for shop buildings not so equipped. There is particular need for sprinklers in the dye and wool drying shops.

PROGRESS MADE

At the time of a visit in October, 1916, the following improvements, which are in accordance with recommendations made at the time of previous inspections, were noted:

1. New doors have been provided for cells in the jail section, making it possible for a little more light to enter these cells.
2. It was stated by the kitchen keeper that prisoners are no longer permitted to dry their clothes in the heating cabinet in the kitchen, mentioned in the body of this report.

GENERAL REPORT

The total population at the time of inspection was 1,409, classified as follows: First-timers, 605; second-timers 556 and third-timers or more, 258. The population, classified on the basis of their conduct record in the institution, was as follows: First grade 1,302; second grade 100; third grade 17. At the time of inspection there were four road camps, with a total of 90 men, and there were also 18 men in the isolation building.

Auburn prison is the oldest in the State. The cell arrangement and construction remain about the same as when first erected. The cells are small, inadequately light and ventilated, and are of the stone vault-like type. The cell houses in the administration building make a "U"-shaped structure. The cell houses extend east and west, and on the north and south ends respectively are joined by a cross-arm section. Aside from the decidedly antiquated and unhealthy type of cell construction, the proper classification and segregation of the inmates is seriously handicapped because the institution built on the congregate plan is practically under one roof.

It is therefore necessary to confine usually more than 1,200 men of all classes and types in close proximity to each other and deal with them as a homogeneous unit. This indiscriminate housing is now generally recognized as a serious handicap in the treatment of inmates in our State prisons.

At the time of this inspection, the prisoners without exception complained about the quality and preparation of the food provided.

Stew is prepared in three kettles. In the first kettle the meat is boiled; in the second, the potatoes; and in the third, the juice from the meat, together with whatever vegetables are to be put in the stew, is placed. The meat is usually finished two or three hours before it is served. It is taken from the large kettle and placed in pails. The pails are deposited in a heating cabinet, which is located directly beneath a platform which leads to the bakery. On the floor of this compartment there are three or four rows of iron pipes for heating. The temperature in the cabinet is much higher than that outside. Naturally, when the meat is placed in this cabinet, much of the moisture is taken from it because of the excessive heat, and it becomes very stringy and dry. Aside from the undesirable reaction of the heat on the meat placed in the cabinet, there is another feature which deserves severe criticism. The men working in the kitchen use this cabinet as a dryer for their underwear, socks, shirts, etc. At the time of this inspection there was no meat in the cabinet, but there were many garments. Judging from information gained from the inmates and the general tone of the explanation given by the keeper in charge of the kitchen, not infrequently meat and pieces of wearing apparel can be found in the cabinet at the same time.

Also, in the kitchen there is a tall cabinet in which cookies and cakes are kept, after they have been drawn from the oven. This cabinet is a wooden affair with solid sides and backs, and with no means for adequate ventilation. The cakes for Sunday are baked on Saturday, and then placed in the cabinet. The kitchen, when food is being prepared, is always filled with steam and there is, also, much moisture in the air from the wet floors. It is natural to suppose that much of this moisture enters through the small holes in the doors of the cabinet and is absorbed by these cakes, making them flat and soggy instead of dry and crisp.

Directly beneath the kitchen is a basement which is, practically, pitch-dark. This is used as a passageway for drain pipes. At the time of this inspection, the vile odor and terrific heat were sufficient

to make it impossible for one to remain close by for even a short time. The fumes from this basement also enter into a dark, damp and unclean so-called "recreation room" for firemen who attend the boilers which supply the kitchen apparatus with steam. The boiler room is much below the ground level. These firemen do a work which is hard and wearing, aside from being very unclean. It is a pity that they are not furnished with a more decent and healthful place in which to work and rest, and properly wash and refresh themselves.

In the old "condemned room" section, located in a separate building on the west end of the south wing, there are five large cells and a small one. The latter is very dark. The room in which these cells are located is damp. It is used as a temporary detention place for the prisoners who are held for a hearing before the Warden, the principal keeper, or the League court. One cell was occupied at the time of this inspection. The cells are sufficiently large, but there is need for some alterations so that more air and light can enter, thus eliminating the dampness.

The jail section is in the same building in which are the condemned cells, but is separated from the same by corridors and partitions. There are 8 punishment cells, all which were occupied at the time of inspection. The interior of the cells is dark and the room in which they are situated is inadequately supplied with natural light, it being necessary to resort to artificial light, especially when talking with the prisoners or entering the cells. The ventilation is also inadequate. The obnoxious bucket system is used. It was stated that these buckets are emptied once every 24 hours. They should be emptied four or five times a day when necessary.

Prisoners under punishment receive no daily exercise when they are confined for more than 24 hours. The men in the cells at the time of this inspection had been in for periods varying from two to five days. It was stated that the doctor visits the prisoners daily. It was gratifying to note that the doors to these cells have been changed since the previous inspection. Instead of the close lattice-work doors which prevented light from entering the cells, the present doors are constructed of round iron bars about 1½ inches apart, with braces from top to bottom, at intervals of about 12 inches. The doors are painted white instead of dark grey. Prisoners said that they received three quarts of water daily and three slices of bread. This form of punishment is perhaps based on the theory that when men are taken away from the population and left by

themselves they will have time to reflect and perhaps, resolve to do better. However, it is a question whether they do have much time to think over their past misdeeds when all the cells are occupied. They pass the time in singing, laughing, telling jokes, etc. All of this is usually of such a character as to cause deterioration instead of improvement. The only sensible form of punishment along this line is complete isolation for periods not to exceed more than 5 days; and of course, with necessary daily exercise, proper food, etc.

In the isolation building there are 24 cells, 21 of which are used for prisoners. The other three are used for bathing, storerooms and officers' quarters. Eighteen cells at the time of inspection were occupied by prisoners. Most of the men were in for refusing to work. It was stated that they are kept in the isolation building from five days to four or five weeks and in some cases indefinitely. For the last two and one-half or three years, a building of similar design has been in use at Clinton Prison. The cells are fairly large, and are equipped with iron cot beds, toilet, wash basin, etc., and each cell has a separate exercising outdoor court. The bar work over the outside courts, it was stated, is tested once a week. It would perhaps be advisable to make such tests more frequently. There is no question that the keepers assigned to this particular duty have sufficient time to do this. The men in this building were overflowing with all kinds of complaints. This principally centered about the food. However, it was noted that no two prisoners had the same kind of complaint about the food. Some complained of quality, others of uncleanliness and preparation; others of the quantity; others as to the seasoning, etc. These prisoners have no work to do and nothing to occupy their minds. Of course many of those who are put in for not wanting to work, probably would not work if they had the chance to. However, these men should be dealt with separately in such a way as to make it possible for them to have something legitimate to do to pass away the time. No doubt if they had more to occupy their minds they would be better behaved and would think less of criticising and forming ridiculous allegations.

The school was closed for the month of August. This is the first time that a vacation has been arranged under Professor Taplin. Total enrolled, 408. The school work, as stated in previous reports, extends to the seventh grade grammar school. There are special classes in stenography and bookkeeping. Some inmates are also taking up typewriting. No classes are conducted by the Mutual Welfare League, as is done at Sing Sing.

During the summer there is recreation daily in the yard from 5 to 7 p. m. On Sunday, after church service, the men go into dinner at about 11:10 and after dinner, go into the yard until 5 p. m. During the summer there are no moving picture shows. There are no regular weekly entertainments.

It is evident that the Mutual Welfare League is not as important in this prison now as at the beginning; and it never at any time entered into the administration of the prison so closely as at Sing Sing. Warden Rattigan, who believes in many of the principles of the Welfare League movement, has always insisted upon being the warden of the prison. The inmate court does not have jurisdiction over cases of slashing, bucket fights, swearing at keepers, and also, does not handle cases of refusing to work. All the above are adjudged by the outside courts or the warden or principal keeper. Such cases as fist fights and violations of the rules of the prison are taken up by the inmate court. At the time of this inspection, the opinion among the inmates seemed to be that the League did not mean any more to them than the medium through which they obtained the privilege of the yard on week days and Sundays. As has been pointed out elsewhere, the League, aside from its good features, has developed some serious defects; and this, no doubt, has made it necessary to curtail its powers and development. Politics is, evidently, one of the weak links of the self-government scheme.

In the hospital, there are 40 beds, and if necessary 10 more can be conveniently placed; there are 43 patients. There were 8 beds occupied by orderlies and attendants. No hospital beds, it was stated, were provided for cooks or clerks assigned to the hospital. It was stated by the doctor, that he has had much trouble in preventing the hospital being used as a kind of soft place for those seeking privileges and comfort. During the year beginning September 30, 1915 and ending June 30, 1916, there were 510 admissions to the hospital. Since October 1, 1915, the Wasserman blood test has been made on each new admission. The following is the result of these tests: Positive 61, or 12 per cent. Of these, 33 only admitted infection and such occurred within the following periods: 1 year 5; 2 years 2; 3 years 3; 4 years 5; 10 years 8; over 10 years 11. During the last year Dr. Heacox of his own initiative has been experimenting on inmates with mental tests. This is, no doubt, the first move of its kind in any of the State prisons in this State. It was necessary for him to buy all his stationery and apparatus from his own funds to carry on the work. The Binet Simon, Healy and other tests have been used. He has obtained valuable

information from a study of 200 consecutive cases. It is now his practice, and in this he is perhaps the pioneer so far as our prisons are concerned, to submit to the Parole Board information regarding each man eligible for parole. This information is not of the usual character of the physician's report such as has been given for the past years in our State prisons. Instead, it embodies as much information as the physician has been able to obtain as to the man's physical condition, the results of mental tests, his life prior to admission to prison, and as much as possible as to his family history. On the basis of all this, the physician make definite recommendations to the Board. In some cases, a longer stay in prison is advised; in others, custodial care, etc. It is very encouraging to find that a start has been made to discontinue the heretofore haphazard and slipshod fashion of executing the duties of a prison physician. Up to date, about 75 cases have been reported, as above stated, to the Parole Board.

The total number discharged from the prison during the fiscal year ending June 30, 1916 was 584, of whom 90 were paroled, 167 were transferred to Great Meadow, 135 to Clinton, and 9 to the Dannemora State Hospital; 5 of these were received from Sing Sing. The daily average of the prison population during that period was 1,479 plus. The average number treated monthly in the hospital was 59.33, and the average treated daily in the hospital was 32.33. There were performed 46 operations, and there were 10 deaths. The tuberculous population on July 1, 1916 numbered 107, classified as follows: Active 17; incipient 8; moderately advanced 8; far advanced 1; suspected 23; latent 34; apparently cured 33. The number of tubercular transferred to Clinton Prison during the fiscal year above stated was 32. It is the opinion of the physician that every tubercular case should be immediately transferred to Clinton without having to wait for drafts. The daily number of those excused from work was 27. Accidents involving the injury to limbs and loss of fingers, severe lacerations, etc., are estimated to run from 15 to 25 per year. No study or tabulation has been made of this.

At the time of an inspection of the prison on October 24, 1916, several cases of confinement in cells for long periods were found. One was a prisoner confined on the 4th gallery, south, who had been returned from a road camp on August 21st and then sent to the jail. On the 26th, he was released from the jail and placed in a cell and was still there at the time of the above visit. Another

prisoner was sent from a shop on August 23, 1916 to the "cooler" and on the 26th of August was sent to his cell. He was still in his cell on October 24th. A year or two ago at this prison, prisoners were found who had been confined in their cells for similar long periods. At that time, the matter was taken up with the warden and as a result of this it was supposed that the practice had been discontinued. It is far too severe to keep prisoners in such close confinement for such long periods without an opportunity for daily exercise. The fact that these prisoners receive regular rations does not in any way mitigate the severity. Such methods of discipline should not be continued, and are not consistent with the principles of modern prison reform.

AUBURN STATE PRISON FOR WOMEN

INSPECTED AUGUST 8, 1916 BY E. R. CASS

The management of the prison is under the general supervision of Charles F. Rattigan, warden of the Men's Prison. The matron, Mrs. M. Daly, is the executive officer of the women's prison and is directly responsible to Mr. Rattigan.

RECOMMENDATIONS

The women's prison should be a modern institution on large acreage, so as to permit agricultural activities, better segregation of inmates and the furnishing of more satisfactory living quarters. The plan of construction should be similar to that which exists at the State Farm for Women at Valatie; but the buildings need not be so elaborately and expensively constructed.

To improve conditions temporarily in the present prison, the following recommendations are made:

1. Because of the non-fireproof character of the building the stairways should be reconstructed of iron.
2. New locks should be installed on the doors of the prisoners' rooms.
3. New bath tubs and toilets are badly needed; also a new supply of washbowls and water pitchers.
4. All beds excepting those in the hospital should be supplied with new wire springs.
5. A female physician or graduate nurse should be assigned to the prison.

6. The dungeon cells in the basement should be entirely abolished.

7. Inflammable material should not be stored in places where it is easy for inmates to gain access.

PROGRESS MADE

1. An attempt has been made by the management to work out some plan of classification and segregation of the population. Aside from sexual perverts who are segregated as much as possible, the authorities have endeavored to separate the whites and colored. This indicates some progress and is therefore to be commended. No doubt if better facilities were available more work on a larger scale along this line would be done. In our previous recommendations we have urged that the heterogeneous mass be segregated into desirable groups as much as possible.

2. The scholastic educational work has been improved by the establishment of classes in typewriting and stenography and also, dressmaking and sewing. This, no doubt, is all worth while and should be further developed. In our previous reports we have recommended that the school work be improved by the introduction of domestic science courses.

3. The officers on duty at night and during the day are now furnished with keys which make it possible for them to open the barred doors on the windows leading to the fire escapes. This has been strongly urged in our previous recommendations.

4. The new hospital quarters are a commendable improvement.

GENERAL REPORT

The total population at the time of inspection numbered 116 classified as follows: White, 83. Colored, 33. The above number were graded according to conduct and standing in the institution, as follows: First grade, 105; second grade, 4; third grade, 7.

It has been pointed out in the previous reports that this prison was originally designed as an institution for the insane. At the time the building was constructed the chief object was to take every possible precaution against escape, which was more seriously regarded than now. The arrangement and equipment of the rooms can not be favorably compared with similar modern institutions. The building is non-fireproof. It would be practically impossible to deal satisfactorily with the population after a reasonable classification had been made.

Ward I. This was formerly a school room and is now used as a hospital ward only. This change is commendable. There are available 10 rooms for sleeping; the excess number assigned to the ward makes it necessary to place four beds in the corridor. This change abolishes the two hospital rooms previously used and enables the physician to separate hospital cases into one unit, thus facilitating his work. Although a high-grade salaried trained nurse would be desirable to the institutional staff, such is not available; and instead, the services of an inmate nurse are depended upon. When major operations are performed, the services of an outside trained nurse are engaged. In this ward there were three babies, one of whom was three years and two months old. In order to comply strictly with the law regarding the keeping of infants in an institution, this child should be removed from his mother.

Ward II. The ward is now used solely for white women. There are 18 rooms, and there were 18 inmates assigned to the ward, purely on the basis of their color. In the opinion of the physician and the matron there were no immoral suspects in the group. Such cases have been otherwise provided for.

Ward III. Used for laundry workers. It has 16 rooms, and there 18 inmates assigned.

Ward IV. Used mostly for white inmates. There were only three colored inmates assigned. One of the inmates who has a sentence of five years to serve has a 2½ year-old boy with her. This child has been with his mother in prison for 21 months. Likewise, as in the case of the other child, while the management feels that the law should be complied with, they do not seem anxious to remove the child. In the opinion of the inspector, the law should be complied with, inasmuch as the child is gradually approaching the age where he will be influenced to some degree by his surroundings.

Ward V contains 24 rooms. There were 8 inmates assigned. This ward is so located that the floors of the rooms are about two feet below the ground level. The matron refrains as much as possible from using the rooms.

Ward VI is occupied by white women of all ages and crimes.

Ward VII is used solely for colored women. There were 24 rooms and 21 inmates were assigned. A room directly connected with Ward 7, which was formerly used as a hospital room, is now used as a sewing and dressmaking room in place of a similar room formerly in Ward IV. Each ward has its own dining room. The

eating utensils consist of agate-ware cups and plates. Crockery is not practicable because of the carelessness of inmates in handling it, and also because it is easily broken by inmates during fights. As is usual where agate-ware utensils are used, much chipping and some rust was noticeable. Even with much care this cannot be avoided; and for that reason agate-ware is not approved.

Complaints were offered by a group of inmates, consisting of both white and colored women, regarding the conduct of the officials and the quality, quantity and preparation of the food. The inspector recalled that at the time of a previous visit, some of the inmates included in this group also complained about conditions in general. One of the serious complaints made was that women affected with venereal disease in a contagious stage were permitted to work in the kitchen. This matter was immediately taken up with the doctor and the matron and it was learned that every woman assigned to kitchen work must, prior to her assignment, be examined by the doctor. The matron was quite positive in her statement that she cooperates with the doctor in this respect. The institutional records of the women in the complaining group show that some are decidedly unreliable and are of a high-strung nervous type. In the cases of three or four, the management had considerable trouble in keeping watch over them to prevent immoral practices. Because of this close supervision, together with their general physical condition, these women have been aroused to the point where they suspect persecution; and they use every possible opportunity to complain without cause, and regardless of the feelings of others.

In the passageway in the basement leading to the old dungeon room much inflammable material is stored. It would be easy for an inmate in the yard to throw a match or in some other way ignite the material in this room.

The three punishment cells in the room in the rear of the shop were unoccupied. It is necessary at times to make use of these rooms. The equipment of each cell has now been reduced to a mattress, blankets, two sheets and a pillow case. It has been necessary to remove the cots and beds because the inmates, it was said, took much delight in destroying them.

At the time of this inspection the school was closed. This is customary during the month of August. The total school enrollment numbered about 40. There is also a special shorthand class of about six or eight. This class uses a separate room off the regular school room.

During October, 1916, a survey was made by the Prison Association to obtain information to be used as a basis for the redistribution of the population of our State prisons. At that time the record card of each woman in the institution was studied, with the aid of the physician, and the findings obtained by him through observation and examinations have been assembled as follows:

Population 105. Number of inmates examined, 105.		White	Colored
Physical good.....	72	47	25
Physical fair.....	23	19	4
Physical poor.....	10	5	5
	<u>105</u>	<u>71</u>	<u>34</u>
Epileptics.....	5		5
Insanity.....	2		2
Tuberculous.....	5		5
Feeble-minded.....			<u>20</u>
Wasserman, out of 97 tested, positive, 28, negative, 69.			
Mentality:			
Senile.....	2		
Psychotic.....	6	17	16.19%
Psychopathic.....	9		
Good.....	16		
Fair.....	21	68	64.76%
Poor.....	31		
Defective.....	1		
Subnormal.....	9	20	19.05%
Moron.....	10		
Total.....		<u>105</u>	<u>100%</u>
		Colored	White
Psychotic.....		3	3
Psychopathic.....		3	6
Normal good.....		2	14
Normal fair.....		7	14
Normal poor.....		9	22

Also, on October 26, 1916, there was obtained from the individual record cards all available information relative to previous convictions of the inmates. The present system of classification of inmates in our State prisons relative to previous criminal history is based only on convictions for felonies. Therefore, an inmate recorded as a first-timer, may, however, have been previously convicted of many misdemeanors. Therefore, at the time of the survey, all previous convictions which resulted in the serving of a sentence in institutions such as protectories, juvenile reformatories, county jails, county penitentiaries, etc., were counted. Truant schools were

not included. The results indicate that out of the total population of 105 on October, 1916, 62, or 59 per cent., were really first offenders, and 43, or 41 per cent., were repeaters. On August 8, 1916, the total population numbered 116. This number classified according to the number of previous convictions for felonies, showed 93, or 80 per cent., first-timers, and 18, or 15 per cent., second-timers, and 6, or 5 per cent., third-timers. It can be readily seen that classification on the basis of felonies only does not justly differentiate between the first offender and the repeater.

At the time of this inspection a satisfactory condition of cleanliness and order prevailed in all parts of the institution.

CLINTON PRISON, DANMORA

INSPECTED NOVEMBER 10, 1915; JULY 24 AND 25, 1916 BY E. R. CASS

RECOMMENDATIONS

1. The rough sections of the yard north of the east cell hall should be graded and otherwise permanently improved. This will add to their attraction, value, and will also permit more light to enter through the windows on the north side of the east hall.
2. A new laundry building and bath house should be provided.
3. Modern and larger refrigerators should be installed.
4. There should be established a general jobbing shop to take care of much of the repair work in the institution.
5. A proper electric wiring system should be installed. At present in many instances there is danger of fire from unsatisfactory wiring.
6. The wall in the rear of the north yard should be completed.
7. An electric elevator in the court of the prison should be provided.
8. A large tract of farm land should be purchased. There is much opportunity for farming in this section of the State, particularly in the growing of potatoes, which are a very valuable asset in the food supply of an institution. There is no doubt that if this agricultural work were properly handled, there could be had large returns and, at the same time, much labor provided for inmates.
9. More adequate chapel accommodation should be provided.
10. School facilities and accommodations should be increased.

11. As far as possible the number of first-timers who are not retained at the prison for ill health or discipline, should be transferred to other prisons. Men who are needed for special work or because they can be better trusted than some of the old-timers can undoubtedly be retained in sufficient number to provide for the needs of the institution.

12. Wire springs should be supplied for the beds and the use of the old wooden springs discontinued.

13. Automatic sprinklers should be supplied for the shop buildings.

14. The windows in the west hall, particularly on the north side should be enlarged. The windows also on the north side of the east hall should be enlarged.

15. Prisoners in the isolation building especially those who have been there for a long time, should be subjected to frequent close medical examination. They should also be offered or given some opportunity for employment. Those who cannot be worked together in a small group made up entirely of the prisoners in the isolation building, should be worked separately.

16. All disciplinary cases should be held by a court consisting of the warden, the principal keeper and the doctor. It should be possible to arrange a certain part of each day for all three officials to meet and hear cases.

PROGRESS MADE

1. Prisoners confined in the coolers are now supplied with blankets at night. This is now done as a result of our verbal and written recommendations to the warden.
2. The toilets in the kitchen have been so partitioned and enclosed that the previous undesirable condition has been eliminated. A change of this kind was recommended in our reports.
3. A new bake shop is under construction with inmate labor, and a new bake oven is to be installed.

GENERAL REPORT

The warden of the prison is John B. Trombly; the principal keeper, T. F. Coultry. The total population at the time of the November inspection was 1,376, of which number 654 were classified as first-timers, 263 as second-timers, and 459 with three or more convictions. At the time of the July inspection the total population

was 1,433, of which number 640 were first-timers; 345 second-timers and 448 with three or more convictions. The system now used in our State prisons for the classification of prisoners according to previous convictions is based solely on convictions for felonies. Therefore, a prisoner may be serving his first sentence for the commission of a felony, and yet may have been previously convicted and served sentences for a number of misdemeanors. It is obvious that with the present system the prisoners are not classified as to their previous criminal acts or omissions. It is futile to classify as a first-timer a man who has been once convicted as a felon and who may have a string of previous convictions for crimes of a lesser degree.

In October, 1916, an additional survey was made by the Prison Association, to obtain information to be used as a basis for the possible redistribution of the State prison population. At that time each individual record card kept by the warden at each prison was studied, and the previous convictions which resulted in the serving of a sentence in an institution were recorded. Time spent in a truant school was excepted; but sentence served in such institutions as the Catholic Protectors, Jewish Protectors, juvenile reformatories, county jails, penitentiaries, Federal prisons, etc., were recorded. The October population was 1,308, and on the basis of felonies was classified as follows:

First-timers	602	
Second-timers	308	
With three or more convictions	398	
		1,308

It is interesting to note the different results obtained by the system used at the time of this survey. With the same population, the first-timers dropped from 602 to 410, or a difference of 14.66 per cent. At the time of the survey, second-timers were distinguished from the others as those having not more than one previous conviction. This showed a result of 226, as compared with the 308. Recidivists were classified as those having two or more convictions prior to the one they were serving at the time of the survey. On this basis the results were 672 as compared with the 398. In our previous reports we have supported the complaints of the first-timers in the prison relative to the difference in discipline in this prison as compared with the others. As a result of our October survey, we are convinced that there are not as many really first-timers as heretofore believed to be in the institution. Nevertheless, regardless of the number,

there is just reason for their complaint. It is stated by the management that many of the first-timers in the prison have been sent to Clinton because of bad conduct in one of the other prisons. Also, because of the condition of their health. Some are parole violators from Great Meadow prison; others have such a long period to serve that it does not seem advisable to send them from Clinton to Great Meadow; and others are men who have attempted to escape from Great Meadow or one of the other prisons.

There is a feeling among the prisoners that the principal keeper should not be allowed to hold court alone. The law states that the court should consist of the warden, the principal keeper and the doctor. However, in this prison, the principal keeper holds court alone every morning, and the only man present besides the prisoner is the sergeant of the guard. The prisoner is brought into the room by the sergeant, takes a seat at one end of the table and the principal keeper reads the charge made by the complaining keeper. The prisoner is allowed to give his story. After considering the facts in the case, the man's previous institutional record, etc., the principal keeper makes disposition of the case. There is no stenographic record kept of the prisoner's testimony or of the examination conducted by the principal keeper. The usual light forms of punishment are deprivation of yard-privileges and loss of good time. The screened cells are frequently used. It was stated by the principal keeper at the time of the above inspections that the prisoners are not kept in the screened cells more than 3 or 4 days at a time, and that confinement for a period of 24 hours usually brings the prisoner to a point where he is willing to make promises for better future conduct. At the time of inspections of the above dates, prisoners confined in the screened cells for more than 24 hours were not given opportunity for exercise and were not supplied with bedding, nor even blankets. The deprivation of bedding has been practiced on the theory that the prisoner might do himself injury. The inspector, at the time of both inspections, urged upon the warden to permit the prisoners to have blankets at night. At the time of the October, 1916, visit to the prison it was found that the prisoners in the screened cells were supplied with blankets at night.

The isolation building was opened about three years ago. It is used for the segregation of inmates who, in the opinion of the warden or principal keeper, are not desirable to keep in the population. Although this type of building is constructed for isolation,

this feature however, affects only the population of the prison and not the individuals in the building. There are 24 cells, each cell having attached to it in the rear a separate outdoor exercise court. Although the prisoners, supposedly in isolation, are not permitted to commingle, it is very easy for them to freely converse and otherwise communicate. This results in much talking from cell to cell, laughter, shouting and swearing and the exchanging of improper stories. In other words, a number of inmates not fit to be at large in the population are assembled in a small group and under the circumstances enabled to give vent to all their undesirable and vicious characteristics. Just how much each prisoner might be influenced by the actions of the others, cannot easily be determined. However, it is obvious that no one can be improved morally or physically under the present treatment. To further handicap the probable betterment of the individual, there is no opportunity given for employment except that of keeping the cell and open-courtyard clean. This takes about one hour a day. The remainder of the time the prisoners spend in amusing themselves and passing away the hours in whatever manner best suits their fancy. It is evident that this treatment which might occasionally be necessary for some prisoners possesses in itself such vicious elements, as prolonged close confinement and demoralizing idleness. These are undoubtedly likely to be harmful and perhaps result in severe individual injustice. At the time of this inspection there were prisoners in the building who had been subjected to this form of treatment for months and even years. One prisoner with a bad record, had been deprived of his outdoor space and kept to his cell and, unquestionably, has suffered physically if not mentally. It seems certain that no human being kept long under such restraint can escape mental, physical and moral deterioration. To demonstrate the desire of the inmates to fill in the long hours of the day, there is a striking case of one prisoner who has been in the building since it was opened and who, prior to being placed there, was kept for months in a screened cell. This man makes numerous images of soldiers and horses and also miniature houses from potatoes remaining from his rations. If these men conduct themselves improperly, to such an extent that isolation is necessary, they are probably mentally deficient. Therefore, in such cases they should be dealt with differently in this institution or sent to the Dannemora State Hospital. It can be said here that the inmates of Dannemora State Hospital are not subjected to this rigid and severe form of treatment. There are a few completely

isolated in their rooms, but they receive special medical attention, and in general special supervision. Isolation for a period of days is frequently necessary for some inmates, but to extend such treatment for months and years is inhumane.

A tour of all parts of the institution was made at the time of both inspections. The men in the cell halls, in the shops, yards, in the kitchen, in cells, etc., were conversed with individually and in groups without the presence of the officials. As usual, some of the men were contented with the treatment accorded to them, and others were not. First-timers complained about the rigid discipline. Others complained about the food. Many complained about being so far away from New York City. Others, about the proposed increase of tasks in the shops and the insufficient amount of compensation which they received for their labor. The complaints about the food were taken up by the inspector, who made a careful examination of the store closets, the food in preparation of cooking, the bread, the milk, the general cleanliness of the cooking utensils, the kitchen, the bake-shop and store-rooms. As a result of such inspection the inspector does not feel that the prisoners were justified at the time of each inspection in their complaints. However, as a part of the survey made in October, 1916, by the Prison Association, the matter of quantity of food supplied to the various prisons was carefully studied and the reader is referred to the section on food in Part I of this annual report, for a more comprehensive detailed study of the subject.

Complaints relative to the distance of the prison from New York are frequently heard not only in this institution but also in an institution as near to the city as Great Meadow prison is. Of course, in many instances, this causes much hardship; but for many of the New York City men at Clinton, their bad conduct in other prisons accounts for their presence in that institution. In the case of the men who are affected with tuberculosis and are therefore sent to Clinton, the condition is sad but necessary. The conditions at Clinton from the standpoint of climate, hospital equipment and professional attendance are far more favorable than at any other prison in the State.

The complaints relative to the increased amount of work required of each prisoner and the insufficient compensation for the work proved to be not so much a question of increased amount of labor as of compensation. The men admitted that the increase of two pairs of trousers for a day's work was not a very burdensome task, but

that they did not feel inclined to do it because there was no corresponding increase in the amount of remuneration for their labor.

The usual enrollment for the school is approximately 360. In this respect Clinton is perhaps ahead of the other prisons, with the exception of Auburn. The officials insist that the inmates who are in need of schooling attend. A mechanical drawing class is conducted at the institution and judging from the finished work exhibited, it is a very useful extension of the school training and should be further developed.

The following extracts from the physician's report for the fiscal year of nine months beginning October 1, 1915, and ending June 30, 1916, pertaining both to the general hospital work and the tubercular work, are of interest. There were in the prison October 1, 1915, 1,400 inmates. The new prisoners received during the year numbered 511. The maximum average population during the year was 1,494 and the minimum 1,326; the total average was 1403.9. There were transferred to the Dannemora State Hospital 10; to other prisons 142; the total number of deaths were 10, of which 2 were tubercular. The physician gives every new admission a physical examination, and he then recommends the kind of work the man is best suited for. Prisoners seeking to be excused from work on the ground of physical incapability are also referred to the physician. During the fiscal year, 735 were excused from work, resulting in a total loss of 956 days. The average number treated in the hospital was 32. The tuberculosis population on October 15th, numbered 418. There were received during the year 127; the total number was 545; the total number discharged 129. On June 30, 1916, there were 416 tubercular patients. The maximum number during the year was 436, the minimum was 386, the daily average was 409.7. In the tuberculosis hospital annex at the beginning of the year, there were 134 patients and at the end 140, with a daily average of 139.6. The "Invalid Company" averaged 47.5. The condition of the 129 tubercular patients discharged from the prison was as follows:

Apparently cured	14
Diseases arrested	24
Improved	37
Unimproved	3
Died	3
To Dannemora State Hospital	2
To other prisons	36

Of the 416 patients under treatment on June 30, 1916, 218 were in the incipient stage, 156 advanced, and 42 in the far advanced. The construction of the new tuberculosis hospital pavilion located upon the side of a hill north of the prison is nearing completion. When completed, the new facilities for the treatment of tubercular cases will be a credit to the State. Dr. Ransom is to be commended for his keen interest and untiring efforts in this direction. The construction work is being done by inmate labor, practically all of whom at the start were unskilled workmen, and about 90 per cent tubercular. These men have been working under the guidance of a representative of the State Architect's office. Much of the material, such as sand, stone, etc., was obtained on the premises, and it was even necessary at times to manufacture tools. These men receive a little extra ration to which they are justly entitled, first, because they are sick men and secondly, because they are doing a very good work for the State. While the work has not progressed as rapidly as it would have with contract labor, nevertheless, it has proved that inmate labor can be satisfactorily utilized in the construction of buildings.

GREAT MEADOW PRISON, COMSTOCK

NOVEMBER 8, 1915, INSPECTED BY E. R. CASS

NOVEMBER 2 and 3, 1916, INSPECTED BY E. R. CASS AND PHILIP KLEIN

Warden, William J. Homer. Principal Keeper, George Chatfield.

RECOMMENDATIONS

1. The matter of sufficient employment for the large number and the varied character of prisoners should receive serious consideration. The warden of this prison is desirous of conducting his institution with the highest degree of efficiency in every detail. He is anxious to establish stable industries, to assure sufficient all-the-year-round employment for the inmates. As the population increases there is gradually developing an amount of surplus labor which is likely to prove detrimental to the system in vogue, if not remedied. The warden should be supported in his efforts to establish industries, to further develop the quarry activities, and

to arrange for the distribution of broken stone to some of the adjacent counties.

2. Inmates confined in their cells under punishment for a period of more than twenty-four hours should have a chance to exercise in the corridor for about one hour daily.

3. A power bread-mixing machine should be used in the bakery. Hand mixing is neither satisfactory nor clean. It is not to be favorably compared with the modern equipment and care taken for the proper preparation of other foods in the well-equipped kitchen of this prison.

4. A large number of unoccupied cells should not be permitted.

5. Provision should be made for the sale of the mats that have been manufactured at the prison.

GENERAL REPORT

At the time of the inspection in November, 1915, the total population was 895; 2 of this number were at Valatie, 12 at Wingdale and 2 in court.

The total population at the time of the 1916 inspection was 849. It has been customary to classify the men in our State prisons according to the number of previous convictions. Under a new rating, the men are graded according to their conduct in the prison. This gives an opportunity for every man to earn recognition.

At the time of the 1915 inspection, four men were confined in their own cells under punishment. There are no dark or isolation cells in this prison. Men under punishment do not receive daily exercise if confined in a cell for more than 24 hours, but do receive the regular rations and an unlimited supply of water. Since the time of the previous inspection, in June, 1915, the average daily number of men under punishment in their cells has been 5. In the period intervening between June, 1915, and November, 1915, there were returned to the prison 5 men for violation of their parole requirements. One prisoner was returned to the prison from Wingdale for attempting to escape. During the same period 30 prisoners were transferred to Clinton prison, some of these for discipline and a few because of illness. The latter group cannot be taken care of in prison because of the lack of proper hospital facilities.

At the time of the November, 1915, inspection, there were 273 cells unoccupied out of a total of 1,168. In previous reports the superiority of these cells and the cellhalls as compared with other State prisons has been noted. In Auburn and Clinton prisons, during

the above period, men were sleeping in the corridors, either because of congestion in the respective prisons or because they preferred to do so instead of sleeping in the small, inadequately lighted and ventilated stone vault-like cells. It was wrong that so many of these splendid cells at this prison were unoccupied. An essential feature of sane prison reform is the providing of healthful living quarters for inmates. The failure of the prison authorities to use these splendid unoccupied cells at a time when congestion prevailed, was unintelligent.

The usual cleanliness of the cell and cellhalls prevailed at the time of both inspections, likewise in the kitchen, messhall, bakeshop and store rooms. The dough for bread is kneaded by hand instead of by a power-mixer. The warden said that such a mixer had been in service but that the men in the bakery preferred to do the work by hand. Despite this preference, the bread mixing should be done by a power-mixer, solely for sanitary reasons. This applies particularly during warm weather. In many other State institutions, power-mixers are in use and in others where they are lacking the heads of the institutions strongly lament the fact.

At the base of the utility corridor in the south wing, at the time of the 1915 inspection, there was some water. This was brought to the attention of the warden who was surprised and said that the matter would be investigated. It has since been corrected.

Although the work in the various parts of the institution is handicapped, inconvenience caused and time lost, the warden requires that as many men as possible attend school. There were at the time of the inspection in the first school standard, 50 inmates; in the 2d, 48; in the 3d, 29; in the 4th, 44 and in the 5th, 40. In the book-keeping class there were 20, and in the stenography class, 17. For the five standards, this is a total of 211 inmates, which number is slightly greater than the total enrollment at the time of the June, 1915, inspection. There has been an increase of 3 inmates in the bookkeeping class and 6 in the stenography class.

At the time of the June, 1915, inspection, the warden was planning to use some of the dormitory rooms on the second floor of the building in which the present school rooms are located, for additional class rooms. This would permit an increase in the school enrollment. At the time of the 1916 inspection this had been accomplished. The warden also still plans night school classes, which will be necessary as the industrial activities of the prison increase, in order that men can give a full amount of time to their regular work during the

day. It is estimated that the sending of an inmate to school means a loss of, approximately, 3 hours of his time for institutional labor; one hour is spent in school, and the other two hours in collecting the members of the classes for school and distributing them to their respective working places after school.

The employment of prisoners for this institution is now becoming a serious problem, caused by an increase in the population, the lack of manufacturing industries, and an opportunity for only seasonal employment. During the open season, from 50 to 75 men are employed daily on the farm, and another group of between 75 and 100 employed daily on the conservation ground. In other words, considering only these two branches of employment, there are from 150 to 175 more men to be provided for with work during the winter than at other seasons of the year. The warden always firmly insists that there is plenty of work for the inmates all the year round. The daily labor sheets show assignments of large numbers of men to the cellhalls, kitchen, messhall, quarry, farm, ditch, roadwork, etc., for practically every week of the year. However, there clearly seem to be often more men assigned to do a particular piece of work than are actually required to do it. This is undoubtedly an administrative necessity in order to make some distribution of the population.

For a time prior to the November, 1915, inspection, a record was kept of the quantity of soil removed from one part of the farm to the front of the cellhouse. This is a good work, which would cost the State much money if done by outside labor. Some record should be kept to show the approximate money value of the labor and also its value as a means of utilizing the inmate labor. It was stated that credit is now given toward the maintenance of the institution for the labor of prisoners on the conservation ground.

At the time of the 1915 inspection, the officers' cottages were nearing completion; many have since been occupied and additional ones were under construction. Originally, funds were appropriated for the construction of 5 officers' cottages, but it was stated by the warden that he will be able to construct seven from this money, due to the manufacture of cement brick on the premises and the utilizing of second grade lumber, etc.

[For report on Sing Sing Prison see "The Last Two Years at Sing Sing," Part I, pp. 34-49.]

STATE FARM FOR WOMEN, VALATIE

INSPECTED BY E. R. CASS, JULY 28, 1916

The staff consists of the Superintendent J. H. Mealy, three female attendants, a clerk and a visiting physician.

RECOMMENDATIONS

1. The State Farm for Women should receive sufficient appropriation from the State so it can be properly managed and developed. The present situation shows such an indifferent attitude on the part of the State, that it would be better to discontinue the institution than to permit a continuance of things as they are.
2. At least one additional cottage should be provided promptly so that the number of inmates sent from the various counties can be properly housed and classified. The present congestion should not be allowed to continue. The need for classification and segregation is urgent, because at present parole violators, prostitutes, inebriates and all kinds of women offenders both old and young, are kept together under congested and disgraceful circumstances.
3. The old farm house should be repaired and used as a residence for the Superintendent. The cottages should be used only by the matrons and the inmates.
4. Money should be provided for the services of a parole officer.
5. Funds should be provided to defray the cost of returning parole violators to the institution.
6. An appropriation should be made for the transportation of prisoners from the county from which they are committed to the institution.
7. Male and female inmates should not be permitted to work together without strict supervision, and preferably not at all.
8. There should be male employees on the institution staff. They are necessary to supervise and do hard manual labor. Also to assist in handling women who occasionally become violent and cannot be controlled by the matrons.
9. In accordance with Chapter 467 of the Laws of 1908, a resident physician should be appointed. Because this is a woman's institution, a female physician is preferable.

GENERAL REPORT

At the time of this inspection, Superintendent Mealy stated that he had given his resignation to the State Superintendent of Prisons.

The reason given for this was that he did not feel it was possible for him to conduct the institution properly without the aid of at least two male guards. These male guards are needed, according to the superintendent, to assist and supervise in the farm work and to look after the male and female prisoners when they are working in the fields or in the barn. Their services are also invaluable in dealing with female inmates who occasionally become abusive and violent, and cannot be controlled by the matrons. The superintendent cited one instance where the life of a matron was saved only by the timely arrival of two male employees.

At the Western House of Refuge, The State Training School for Girls and Bedford Reformatory, male employees are sometimes needed to assist in handling violent and unruly inmates. Ordinarily, these male employees have no direct supervision of the inmates.

The major part of the population is housed in the South Cottage. The cleanliness and order throughout this cottage were excellent. The laundry equipment is inadequate, consisting only of three small stone tubs. A rotary washing machine and a clothes-boiling apparatus are necessary. There is, apparently, an inadequate supply of cooking utensils, such as coolers for preparing oatmeal, and coffee urns.

In the basement there are two punishment cells situated about 15 feet apart. These cells are of good size, but are not equipped with toilet or washing accommodations. They are furnished with a comfortable bed, and the bedding consists of a mattress and blankets. Each inmate brings her own pillow from her room. There was no evidence of dampness; the side walls are whitewashed. Communication through the front of the cell is very easy because of the iron-barred door. There is one window in the rear of the cell. This is heavily screened, but permits sufficient natural light to enter the cell. A screen door should be placed in the front of the regular door of each cell. Solid iron or wooden doors should not be used. Confinement in the cells is used as a last resort of discipline, after the inmate has been deprived of privileges or kept in her room. It was stated by the superintendent, from the records that since the installation of these cells in May, 1915, only 12 women have been therein detained. Records of the punishment of inmates are kept on cards which are submitted to the State Prison Board of Parole. There is no detailed record kept to denote the time when a prisoner is placed in the cell and when released.

Electric motors have been installed in the basement to take the place of the old gasoline engines which did not satisfactorily pump

water. The extremely large population at the time of this inspection caused serious and startling conditions. For instance, every room used for inmates, with the exception of 5, contained two prisoners. In the South Cottage, the store-room and a utility room were also used by inmates. There were also 6 prisoners sleeping on cots in the corridors. In 20 rooms, there were two prisoners in each room sleeping in one bed. The beds are three-quarter size; and while they are sufficiently large for two persons, nevertheless, under the circumstances the placing of two inmates in one bed is a most undesirable practice and a disgrace to the State.

Most of the prisoners are committed from Erie County. Commitments have also been received from Oneida, Westchester, Monroe, Albany, Onondaga, Schenectady, Dutchess and Fulton Counties.

Since the opening of the institution in October, 1914, 118 different women have been received. They have varied in age from 30 to 78 years. There has been an overflow in the population since October, 1915. In that month the average number was 69. On the 30th of the same month, the superintendent notified the committing justices in the cities of Rochester, Syracuse and Buffalo, to cease committing women to the farm until further notice. In November of the same year the population was 69; the same for December. In January, 1916, it dropped to 60 and remained so during February. In March it averaged 62, April 76, May 84, June 72 and July to date 74. It was stated that at one period for about three or four days, the population reached a maximum of 91. Since October, 1915, the superintendent has not repeated his notice to the committing courts. This should have been done to avoid the necessity of placing two women in a room and also two in a bed. With both cottages available, approximately 50 inmates can be properly provided for.

In the north cottage, the superintendent uses two rooms on the second floor and 5 on the first. This naturally prohibits the use of these much-needed rooms for inmates. This could be eliminated, if the original farmhouse on the grounds were properly repaired and equipped.

There have been paroled from the institution since its opening a total of 42 inmates. Of this number, 21 have been returned for violation of parole requirements. Three of the original number paroled are now serving sentence in other institutions. It was stated that the State Prison Parole Board has made it a firm rule that no inmate is to leave the institution until she is properly placed. The superintendent stated that every effort is made to

discourage most of the women from returning to their old haunts. The records show that 15 out of the total number paroled have been placed with families in the vicinity of the farm. Inmates on parole are required to make reports to the Superintendent of State Prisons. The Parole Board has met at the farm three times. There is no parole officer attached to the institution for the outside supervision of parole inmates. In 1915, a parole officer was allowed by law, but no one has as yet been assigned nor has money been provided for salary.

There is no resident physician. One male physician visits three times a week, and also comes when called. New inmates are first searched by the matron; then are required to remove their clothing and take a bichloride bath. Larkspur is applied to the hair. The initial examination is merely superficial and is conducted by the matron. She is required to report to the physician any indication of venereal diseases, etc. Later, the doctor interviews each inmate. His examinations consist mostly of asking questions regarding the physical condition of the inmates, their life on the outside, habits, etc. No Wasserman tests are given. A woman physician should be appointed and the position of male physician abolished.

Each woman is apparently well supplied with clothing. At the time of this inspection they were neatly clad, so far as institution garb is concerned. The inmates were, apparently, satisfied with their food and treatment. Their chief criticism seemed to be toward their sentence, with its maximum of three years. This of course is entirely different from the usual 5, 10 or 30 days in the county jail or a little longer in a county penitentiary. There is no definite treatment given to combat alcoholism. At present they receive plenty of fresh air, good food, plenty of exercise, and live a regular life.

It appears that the absence of legislation in 1916 has seriously handicapped the development and progress of this institution, to wit:

1. No appropriations have been made for the employment of male employees, namely, the farmer and an assistant, a foreman and a general laborer.
2. No funds were provided to pay for the cost of transporting of inmates from the institution to their original place of commitment, so that a woman committed from Buffalo, if paroled, cannot be returned to Buffalo from State funds.
3. No funds have been provided for returning parole violators.

4. There is no traveling money available for the superintendent to make official trips.

5. There is no money available to bring persons committed to the institution from the town or city in which they were committed; for instance, if a woman is committed from Buffalo, unless Erie County pays for her transportation and also for the cost of the necessary guard and matron, the woman cannot be brought to the farm.

6. No money has been provided for the repair and upkeep of the buildings.

There were six male prisoners from Great Meadow at the farm at the time of inspection. They occupied the cottage formerly used by the superintendent. These men are supposed to live as a separate unit, and are under the supervision of a guard sent with them from Great Meadow Prison. The male prisoners are intended for the heavy farm work. It was stated by the superintendent that every effort is made to keep the men and women prisoners separate. The men are expected to finish their work in the barn before the women go there to look after the cows. As the inspector was leaving the farm he noticed a number of male and female prisoners at work in the field. They were divided into two groups, men and women in both. One group was loading hay on a wagon and the other was working within 25 feet of the barn. A keeper from Great Meadow Prison was in charge of both groups. He was on the top of a load of hay, driving the horses, and could not even carefully observe what was going on directly behind the wagon. Of course it was impossible for him to observe the actions of the male and female prisoners working in close proximity to the barn. The possible dangers under such circumstances, are obvious and should be eliminated.

DANNEMORA STATE HOSPITAL, DANNEMORA

INSPECTED BY E. R. CASS, JULY 25, 1916

This institution is superintended by Dr. Charles H. North, who is responsible to the State Superintendent of Prisons.

The population at the time of inspection numbered 538. The certified capacity of the institution is fixed by the State Hospital Commission, and has been increased from 358 to 458. This increased capacity is based on the opening of the new south extension.

Although the new wing greatly relieves the heretofore serious congestion within the institution, the present accommodations are still inadequate for the proper housing of the inmates.

Information obtained from the superintendent, subsequent to the date of this inspection, shows the following patients received from the several penal institutions in the State for the period between September 30, 1915 and September 1, 1916:

Auburn Prison	9
Clinton Prison	12
Great Meadow	4
Sing Sing	4
Eastern New York State Reformatory.....	21
New York State Reformatory.....	7
New York State Penitentiary.....	10
New York County Penitentiary.....	3

During the above period, patients have not been refused admission to the hospital because of the congestion, but the Superintendent of Prisons was informed as to the overcrowding, and on the basis of this information instructed the wardens and superintendents of the institutions to send to the hospital only such cases as were in an acute condition and could not be cared for at their respective institutions.

The new south wing is equipped with day rooms on the first floor, dormitories on the second, also a number of individual rooms for cases requiring isolation. These rooms are equipped with two solid wooden doors. They are distinctly different from the other rooms in the institution because of the arrangement of the window in the rear wall. This window is about 14 feet from the floor of the room, and cannot be reached by the occupant. This style of construction has been adopted because experience in the past has made it necessary to safeguard against the passing of weapons and other contrabands to inmates in isolation, and to prevent communication with the outside. These rooms are sufficiently lighted and ventilated.

A complete tour of the institution was made in company with Dr. Ross, first assistant physician. The inmates were carefully observed and conversed with. There was no evidence that they were not kindly and humanely supervised. There was a highly satisfactory condition of cleanliness and order in all parts of the buildings.

The farm work is continued as satisfactorily as is possible on limited acreage. More work of this kind should be available. Excavation work for the new north wing was in progress. This is done

by inmates. The average layman would be startled to observe fifty or sixty inmates of an institution of this kind busily employed in the open and under light supervision. It would not be easy for the casual observer quickly to differentiate them from a similar number of outside civilians likewise employed. The work is exceedingly beneficial to the inmates and is, unquestionably, a great help to the State. The statement that the honor system is employed in a hospital for the insane at first might seem incredible; and yet there is no marked difference except for the number of inmates involved and the variety of work done, between the method of employment in this institution and that of any other institution in the State, as for instance, Great Meadow Prison.

The following needs of the institution as stated by the superintendent are hereby endorsed and strongly urged:

1. Necessary funds should be granted to complete the new northwest wing in accordance with the plans which have been prepared by the State Architect.

2. Funds should be provided for the purchase of material for the construction of sidewalks. The hospital has been open for nearly sixteen years, and such walks are badly needed. The Superintendent plans to do the work with hospital employees and patients. Some provision should also be made for the construction of a cement pavement in the invalids' court, and for the completion of the sidewalk in the main airing court.

3. Funds should be provided for under-draining and levelling waste land. This land could be gradually improved and made productive. It would afford a means of employing a large number of inmates, and no doubt in the course of a few years repay to the State the expense of improvement.

4. The necessary sum for the purpose of converting an old wooden shop into a cottage for employees assigned to night duty should be granted. The old shop building was constructed in the early days of the institution, and was used as a carpenter and paint shop. The construction of a permanent shop building made its continuance for that purpose unnecessary. The need for providing satisfactory sleeping quarters for night workers is so obvious that there seems to be no good reason for denying this request.

5. Appropriations should be made for the repair of floors in the institution. These floors have been in use for 16 years, and one particularly is dangerous.

6. Funds should be provided for the purchase of chairs and other equipment for the assembly hall.

7. Money should be appropriated to make possible the raising of poultry. The present henneries are inadequate and should be enlarged.

8. A new water-heater of 500 gallons capacity is needed for the main building of the institution. There should also be provided approximately 450 feet of 2½-inch galvanized pipe with necessary fittings and covering to conduct the hot water.

9. The present laundry drier is inadequate for the needs of the institution and should be added to.

10. The matter of a satisfactory water supply is of vital importance to the institution. It is again necessary to pump water from an abandoned iron mine, and the use of water must be so curtailed as to create a situation decidedly unsatisfactory. Often the water pressure is so low that very little water can be had on the second floors, and occasionally the supply is cut off entirely. No water is available for lawns or for sprinkling airing courts, and not infrequently the supply for general purposes through the institution must be conserved beyond reasonable limits. This condition should be remedied by the Conservation Commission.

11. Money should be provided for the purchase of material for the repainting on a large scale of some parts of the institution, and the painting of such walls and corridors as have not yet been painted. This work is to be done by inmate labor.

MATTEAWAN STATE HOSPITAL, MATTEAWAN

INSPECTED BY PHILIP KLEIN, JULY 18, 1916

Dr. Raymond F. C. Kieb, Superintendent

RECOMMENDATIONS

1. The tuberculosis pavilion for men should be reconstructed, made lighter, more airy, more habitable and cleaner.

2. The system of visiting should be changed so as to obviate the danger of the passing in of contraband goods or weapons.

3. The kind and amount of meat served at the time of inspection should not be allowed at any time.

4. Pressure should be exerted for further appropriations to complete the women's building.

5. The disturbed wards of both the male and female side should, if possible, be entirely separated from the other wards; preferably, placed in a different building.

6. Night shirts should be supplied to all inmates.

GENERAL REPORT

Census in detail for the day before inspection, was as follows:

Male	727	
Female	135	
Total	862	
Employed:		
Male	359	
Female	80	
Total	439	
Idle:		
Male	368	
Female	55	
Total	423	
In bed:		
Female	2	
Male	13	15
Taking medicine:		
Female	18	
Male	18	36
In seclusion:		
Female	3	
Male	3	6
In restraint:		
Female	3	
Male	8	11

There was little change noticeable at the institution since the last inspection. The necessary additions to the female building, to include kitchen and messhall, have not yet been made, so that very unsatisfactory facilities for cooking and feeding inmates at that part of the institution still continue. Also, for the same reason, the necessity

of continuing the women's ward in the main building still exists. Both conditions are extremely disturbing and undesirable.

The construction of the new storehouse upon which the labor only of regular employees of the institution and of its inmates is used, is making headway and promises to become one of the greatest improvements of the institution.

The general condition of cleanliness was, as usual, found excellent, with exception only of the tuberculosis pavilion for men, which was not as clean as the general standards of the institution would lead one to expect, and which in arrangement and construction is not well fitted for housing tubercular patients. In the privy used for the construction gang on the new storehouse, there appears to be no chloride of lime used. It is recommended that that be done.

The group of farm buildings, and in general the farm activities, show that great interest is taken in that aspect of the institution. Considerable improvements have been made, and some are also being planned. Deserving of special mention are the construction of a wagon shed and of a concrete piggery. The past year has been rather unfortunate for live-stock. It was stated that as many as 40 per cent. of the poultry raised was lost, and that 250 hogs were carried off by disease during the year. The inadequate facilities for storing some of the farm products will be obviated in large part upon the completion of the large storehouse.

No important change in the staff has taken place. The allowance of cash payment in place of maintenance for certain of the employees has been permitted by the Fiscal Supervisor, and is being granted at the discretion of the Superintendent, who has full control of all financial operations of the institution as well as of the administration proper.

The day's routine includes employment for at least part of the day for over half of the population, and outdoor exercise for all but 10 to 12 per cent. of the men and about half of the women. An average of 70 of the men are employed on the farm in the production of a splendid quantity of farm products. (Inmates working on the farm during the summer take their lunch at the farm instead of returning to the institution.)

The system of accounting for farm products used in the institution makes it possible to credit properly and to account properly for agriculture as the chief industry of the institution. The dairy has been depleted during the past year by the loss of 45 cows, so that at the time of inspection part of the milk had to be purchased

in the open market and some butter from the State prison farm at Wingdale. A new industry, that of sheep raising, is being experimented with. It was stated that a good part of the vegetables from the farm are used on the table.

The meat served for dinner on the day of inspection was poorly prepared and insufficient, so that the midday meal could not be considered satisfactory. The apple sauce, bread, butter and tea served for supper were good and seemed sufficient. Butter is served twice daily, mornings and evenings. Many of the inmates obtain their own food in place of, or in addition to, the diet supplied by the institution. The dietary is modified in accordance with the requirements of different classes of inmates.

The supervision exercised by the medical staff appears highly satisfactory both in respect to the day and night rounds, and in respect to the presence of medical officers during outdoor exercise. During the physician's round of the wards, patients are required to be seated so as to prevent attacks or riots.

Bedtime varies in the different wards. The disturbed wards are required to retire almost immediately after supper, while the "best" wards are allowed to remain in the sitting rooms until 9 p. m. Upon retiring, inmates leave their clothing on the chairs in the sitting room, to which they have no access after they once gain the dormitory. No night shirts are supplied to inmates, though it was stated that such supply was contemplated. Some of the inmates wear their own pajamas, others sleep in their underwear; still others wear nothing. A number of men were seen walking without clothes on, from the toilet to the bed and standing or sitting about on their beds in the same condition. The wearing of night shirts or pajamas should be made general. Material should be requested, and appropriations made, for night shirts. A number of epileptic patients were sleeping on the floor. The unreasonable overcrowding of all the wards seemed especially serious when all the inmates were in the dormitories.

Night locks at the ends of the corridors are turned on after 9 o'clock.

The general system and precautions for safety are good. Criticism was made only of the method of visiting. Visitors are not searched upon arrival or when they leave, and are allowed to remain in close contact with the inmates they visit. The danger of smuggling in weapons and other contraband material, while not so great as in prisons, is nevertheless serious enough to justify either a thor-

ough searching of visitors or the prevention of direct contact with inmates.

One of the most interesting innovations during the past year has been the holding of Supreme Court sessions at the institution. It was stated that the number of writs of habeas corpus at which the presence of the Superintendent of the institution is required amounts to approximately 80 per annum, that these take up an immense amount of the executive's time, and are taken, in a large number of cases, merely for the purpose of giving the inmate a vacation from the institution. Holding court at the institution by the presence of one of the Supreme Court judges has resulted in much saving of time and, it was stated, in a reduction of the number of writs.

NEW YORK STATE REFORMATORY, ELMIRA

INSPECTED AUGUST 9, 1916, BY E. R. CASS

Superintendent, Patrick J. McDonnell; Assistant Superintendent, Dr. Frank L. Christian.

RECOMMENDATIONS

1. Appropriations should be made to install toilets in all of the cells so as to eliminate the use of the bucket system, which even with the greatest care is insanitary.
2. Sufficient funds should be provided to adequately increase the number of civilian officers, so as to abolish the present monitor system.
3. The parade ground should be repaved. Also the floor of the armory.
4. The present system of determining the eligibility of an inmate for parole is not adequate. It is a known fact that many of the inmates who are frequent offenders outside are well-behaved inmates in the institution. It is therefore very likely that many of those paroled, even though they have satisfied the requirements for good demeanor, school work, etc., are not fit subjects for parole because of their mental, physical or social characteristics or condition. This type of inmate usually requires much supervision and guidance. It seems, therefore, most essential that a more intensive study of the inmate's pre-institutional history be made.

5. A more adequate staff of parole officers should be provided. It is generally conceded that no parole officer should have more than seventy-five inmates under his supervision.
6. Cases of attempted suicide or of mental depression, especially when they result in cuts and bruises, should be sent to the hospital and not handcuffed to the door of a punishment cell.
7. Free recreation in the yard should be granted for one hour each day. If it is considered inadvisable to permit the entire population to commingle in the yard, groups should be formed and separate days for the exercise of each provided.
8. Additional farm land should be obtained, to permit more activities and instruction in this branch of training.
9. The interior of all the cells should be painted instead of whitewashed.
10. There should be a more frequent exchange of prisoners between the State prisons and the Elmira Reformatory. That is, there should be no hesitancy in sending to the State prisons inmates who are not considered desirable for the Reformatory; and likewise, it should be the policy and practice of the State prison department to send hopeful cases of young inmates from the State prisons to the Reformatory.
11. More adequate supervision should be provided for the hospital quarters, especially at night.

GENERAL REPORT

The total population at the time of inspection numbered 880, classified according to grades as follows: 1st grade 471, 2nd grade 406, 3rd grade 3. The population is smaller than it has been for many years. It is interesting to note that the combined average population of Elmira and Napanoch during the summer of 1916, as compared with the combined average population for 1915, indicates a falling off of 35 per cent. for 1916; whereas, the combined State prison population for October, 1916 as compared with the combined average population of the State prisons in 1915 shows a decrease of only 8 per cent.

The Reformatory is administered by a Board of Managers consisting of 7 members. Members of the Board of Managers are appointed by the Governor of the State, to serve without salary for a term of five years. The Board of Managers appoints the superintendent and officers and has full control over the institution, its management and the parole of the prisoners.

The statute authorizing the establishment of the institution was enacted in 1869. The first inmates were received in 1876. The statute of 1877 which defines the indeterminate and determinate sentence fixed the fundamental principles of the institution. The population is intended to be a homogeneous group consisting only of male felons between the ages of 16 and 30 who have not previously been convicted of a felony. No definite sentence is pronounced by the court, but the prisoner cannot be held for a period longer than the maximum term specified by law for the crime of which he is convicted. It is within the jurisdiction of the Board of Managers to release on parole at any time after imprisonment; that is, this body could release a prisoner after he had been in the institution a day or a week. However, this is a most unusual practice, and prisoners are rarely released on parole until they have served a sentence of at least 12 or 13 months. After serving a parole period, which is also determined by the Board of Managers, the prisoner can receive an absolute discharge. In most cases the parole period is for only 6 months, but there is a growing tendency to increase it to one year.

Prisoners are brought to the Reformatory from the county in which they have been committed, by a transfer agent of the Reformatory. Agents do not call for a prisoner until it has been shown that a negative throat culture has been found by the State Department of Health. When a prisoner is received at the Reformatory he is first interviewed by the assistant superintendent. He is then given over to the physician, who makes a physical and mental examination. Next he is interviewed by the director of the school of letters to determine his previous schooling; and finally, he is passed on to the director of the trade school for assignment. In each case a full written record is made and is furnished to each of the examiners for their information.

The Reformatory population is divided into three grades. Each new prisoner is first assigned to the 2nd grade. After six months, not necessarily consecutive, of good conduct and satisfactory advancement in trade and scholastic work, he is promoted to the first grade; and after six more months of satisfactory record, his eligibility for parole is considered. His pre-institutional record does not strictly enter as a basis for promotion and classification. It is felt by the institutional authorities that probation as a means of dealing in the courts with the offender, keeps much of the good reformatory material from the reformatory population. This has resulted in an inferior and less hopeful character of inmates. It is generally estimated from records that between 65 and 70 per cent.

of this reformatory population have had a pre-institutional record other than for a felony; that is, they have been in truant schools, protectories, industrial schools, orphan asylums, jails, penitentiaries, juvenile reformatories, training schools, etc.

An inmate's progress in the institution is recorded by a marking system. The marks are credited in the form of earnings. The 1st grade inmates receive 55 cents a day; the second, 45 cents a day. The earnings are debited with the cost of maintenance, clothing, medical attendance, fines for misconduct and infractions. Inmates of the first grade who have \$5 to their credit are known as "credit men," and are given more privileges. It is largely a mechanical and book-keeping proposition, and if an inmate should be perfect during his period of confinement, he has only a small balance to his credit at the time of his release. The fines are fixed from the demeanor reports and the results in examinations in the trade schools and school of letters. Misconduct reports are divided into two classes, major and minor. Offences coming under the category of "major" are subjected to a fine of from \$1 to \$25. The fine of 25 cents is imposed for a minor demeanor report. The fines attached to the standing in the schools are in case of a rating from 75 to 50 per cent., \$1 fine; 50 to 25 per cent., \$2 fine, and below 25 per cent., \$3 fine. Minor fines of 25 cents each are imposed for mistakes and careless work. Fines aggregating less than \$1.00 a month do not count against a perfect record. Fines of \$3.00 or more a month will result in a reduction in grade. Two successive months of \$1.00 fines or more will also cause reduction in grade. These marks and fines are based upon the method of supervision adopted by the Board of Managers. Demeanor reports are made by officers, who are also assisted by inmate officers known as "monitors." Each offense is recorded on a printed blank, which is presented to the disciplinary officer. Each inmate checked for a major offence can have a hearing if he desires it before the disciplinary officer. Once a month hearings are permitted before the disciplinary officer, on fines for minor offences. To the superintendent or the Board of Managers an appeal can be taken by the inmate for any punishment. A conduct book is furnished to each inmate, who is permitted to keep it in his possession. He is required to turn it in at the record office at certain periods, and entries are made therein as to his earnings, offences, fines, etc. In this way each inmate is enabled to know exactly his status in the institution with respect to conduct, school work, prospects for parole, etc.

As has been pointed out in our previous reports, the "monitor" system is an undesirable feature of the supervision of inmates. It has been stated by the assistant superintendent and others that this system is not fully to their liking; but that in the absence of sufficient civilian officers it is necessary to use some of the inmates. This "monitor" system has been in operation for some time and in its earlier stages a monitor could work havoc with a fellow inmate more easily, it is said, than now. He could report a fellow inmate for a supposed infraction, and the complaint would usually stand. However, at present every complaint made by a monitor must be signed by a civilian officer before it is sent to the disciplinary officer. It is therefore obvious that the authority of the monitor is somewhat curtailed.

Much attention is given in this institution to its system of records. Record blanks are furnished for the preliminary examination by the superintendent, doctor and directors of both schools. These blanks, together with others relating to parole, letters, etc., are kept in a separate steel box. In addition to the box records a record is also kept in a ledger. The physician's ledger shows the family history and the results of physical and mental examinations. The daily debit and credit ledger shows the financial standing of each inmate. In another ledger are kept work assignments, and in another the standing of each inmate in his school work. A ledger pertaining to parole gives the facts which are held responsible for the inmate's violation of parole. Printed slips are furnished for misconduct reports, school work, assignments to labor and general notices to inmates. All of this record system is engineered from a central office, so that it is possible to go to one place in the institution and obtain all this valuable information relative to any inmate.

The inmates of this institution being on an indeterminate sentence, the parole feature is a very essential part of the reformatory system.

The parole period is granted to enable the inmate to demonstrate his ability or inability to conduct himself satisfactorily outside of the institution. It is a rule that every inmate who is eligible for parole must first have a place for employment before he can be released from the reformatory. Therefore, the inmate to be paroled, usually about a month before he is to be released, gets in touch with his relatives or friends and impresses upon them the need of obtaining a place of employment to make possible his release. As a result of this the parents or friends of the inmate, if they themselves are unable to furnish employment, persuade some friend to promise that

he will give the inmate a job. This promise is communicated to the authorities at the reformatory or to the parole officer, and an investigation is then made. In 9 out of 10 cases these investigations are reported as favorable and this requirement is satisfied. Unfortunately, many of these promises are more or less a subterfuge to aid in the release of the inmate. Whether this is serious or not, practically all of the time of a very limited parole staff in the city of New York is utilized in checking up these promises of employment. The value of parole as a means of dealing with inmates of our penal institutions is unquestionably good. However, in many cases and particularly in this reformatory, the inadequate staff of parole officers makes for unsatisfactory and inadequate supervision. For instance, in New York City there are usually between 450 and 600 inmates from this Reformatory on parole. A staff of only three parole officers supervises this large number of inmates in this big city. It is unfair that the State of New York should expect very favorable results when it is willing to place this great responsibility in the hands of a few officers. The usual ratio of officers to inmates in New York City is one to 200. It is reported by the chief parole officer in New York City that through the activities in a club made up of paroled inmates, he is able to keep in closer touch with the men on parole, and with their cooperation establish various mediums for relief, employment, lodgings, etc.

Each paroled prisoner is required to send monthly letters or reports. In 1913 Dr. Frank L. Christian, the assistant superintendent, made a thorough study of 100 cases of parole failures. His findings indicate that monthly reports are not sufficiently informing and that there is need for more personal contact between inmates and parole officers. Troubles of employment cause 87 per cent. of the failures. About 90 per cent. of the failures are thought to be due to alcoholism, environment, mental defectiveness, technical violations and voluntary returns, and wages.

A study of the mental defectives in the institution has been conducted by Dr. Christian, and valuable information has been obtained which has aided the management in dealing with the population. It is estimated that about 45 per cent. of the inmates of the reformatory are mentally defective. A special training class has been a part of the institution program for about 3 years. Much improvement has been found in the conduct of the inmate body since the special class has been formed. This class usually numbers about 14, and represents inmates who because of their mental or physical makeup cannot conduct themselves in the population as the other

inmates do. The inmates in this class are segregated in cell hall "D," and are provided for in special cells, a separate dining room and a school room. From 7 A. M. until 5 P. M., they are under the same guard and instructor. Each inmate receives individual instruction in the training most needed. They are not required to turn out a definite amount of work in their industrial or school activities.

The gymnasium is a well conducted and well equipped branch of the institution. It is most helpful in curing temporary physical deformities, developing the body in general and teaching self-control and rhythm in movement. The "Ralston" system is used. Classes are held both in the morning and in the afternoon. Inmates having physical defects and pulmonary trouble are selected for these classes. The morning classes usually contain from 75 to 150 and the afternoon classes from 25 to 50.

The military drill is one of the distinctive features of the reformatory system. The disciplinary and physical development advantages connected with it are extremely valuable in the training of the inmates. All inmates upon admission are assigned to the "awkward" squad where they receive preliminary instruction and drill for several hours a day, until they can enter a regular company of the regiment. The regiment is divided into four battalions, each having four companies. The divisions are commanded by four institution majors and eight citizen captains, selected from officers in the institution. All the other regimental officers are inmates. The regiment drills every morning from 10:10 to 11:20, with the exception of Sunday. A recreation period is now available on Saturdays from 12:30 to 2 o'clock. During this period the inmates are permitted to enjoy themselves in their own way, provided their form of enjoyment is carried on in an orderly manner and is proper. An institutional baseball team and several other company teams have been formed and a very fine baseball diamond is now available. On Saturday afternoons games are played by the institution team with outside teams, at which time all the inmates are permitted to sit on the side lines. The advisability of one hour a day of freedom in the yard should be considered. It would seem that under proper supervision this can be carried out successfully without endangering the discipline or breaking down the system of the institution.

No dark cells are used at the institution for the punishment of inmates. Large cells in block "D" are set aside for the segregation of inmates under punishment. Each cell is furnished with a mattress and a bucket. It is stated that the inmates in these cells received the regular rations. At the time of this inspection there

were 12 boys under punishment. The average daily number under punishment during the month of July was 3, and during the whole month there was a total of 109 committed to the cells. These inmates so committed lose marks for good conduct, good time, pay, etc. The prisoners under punishment stay in these cells from one day to five. A record is kept of the day and hour of their admission to the cells, and also of the time of their release. They are visited daily by the doctor, and are made to exercise and work every day. The work consists of cleaning the cells and corridors in their particular section. One case attracted particular attention, that of a boy found handcuffed to the door of his cell. It was stated that this boy attempted to commit suicide; but in his unsuccessful attempt had fallen from a window ledge of the cell to the concrete floor and sustained a cut on his chin, a cut and swollen lip and a bruised forehead. He had attempted to hang himself by using his coat and socks, one end of which he attached to the bars of a window; the other end he tied around his neck. This boy was no doubt in a very depressed state of mind and required close attention. He presented a very pitiful sight, as he stood handcuffed to the door, and also because of his swollen, cut and bleeding lip, bruised forehead and cut chin. It would seem better to assign such cases to the hospital. It was stated, that the handcuffing to the cell was done not as a means of punishment but to prevent the boy from doing himself further bodily harm. Nevertheless, with the cessation of the handcuffing, the original condition would again present itself.

The hospital, which is located on four floors, is under the supervision day and night of only one civilian guard. In conversing with former inmates of Elmira, it is frequently stated that there is much immorality in the institution. They state that it is possible for some of the monitors designated as sergeants to arrange for two inmates to go into one cell, while they are locking the cell doors. This is very doubtful though. It probably could be done on the upper galleries. However, no reliable evidence has yet been found by the inspector. There seems much chance for immorality in the hospital population. For instance, while the civilian guard is on the first floor he is not able to supervise the conduct of prisoners on the 2nd, 3rd or 4th floors. It is very likely that the general atmosphere of the hospital might be conducive to questionable conduct.

Most of the cells in this institution are without modern toilet accommodations, and therefore the obnoxious bucket system is employed. This of course is not to the liking of the management. With this system, it is necessary to have two places in which the

buckets are emptied. Each bucket house has three vats or basins which empty into a sewer. There is a large strainer in each vat which retains the solid matter and permits the fluid to drain off. The solid matter retained in the trays is removed to the fields and used as a fertilizer. The vats are said to be whitewashed very frequently and it was quite evident that a very liberal supply of material is used. Each inmate's bucket is changed for another every two months. The extra buckets, while not in use, are thoroughly washed, disinfected and whitewashed, and kept in a storehouse attached to the place in which the vats are located.

A complete tour of the institution was made in company with one of the officers. Inmates were freely conversed with. Cleanliness and order throughout all parts were satisfactory.

EASTERN STATE REFORMATORY FOR MEN, NAPANOCH

INSPECTED, BY PHILIP KLEIN, JULY 20 AND 21, 1916

Superintendent, Patrick J. McDonnell; assistant Superintendent, in charge of Reformatory, George Deyo.

RECOMMENDATIONS

The following recommendations made in our last inspection report are repeated as still applicable:

1. Parole violators returned are now automatically assigned to Napanoch and undergo in general the same period of incarceration as if regularly committed. These men should be carefully examined and the period of their retention after their return, as well as the kind of treatment they are to receive, should be adjusted to the particular problems presented by each such returned inmate.
2. The cells and walls should be painted with oil paint instead of whitewash.
3. A restaurant should be supplied where the officers could be served at least their midday meal at cost price, as is done at the Elmira Reformatory.
4. Appropriations should be made for the construction of a disciplinary building, which will make possible the complete segregation and satisfactory isolation of those inmates who become a disturbance to the general routine of the population. The dungeon cells in the basement of the south hall should be abolished.

In addition the following are recommended:

5. The low census at the Reformatory would justify some change in the disposition of that institution. It may be advisable to devote it to the segregation of the mentally deficient inmates of the reformatories and State prisons of the State.
6. Fly screens should be supplied at all necessary parts of the kitchen, storehouse and hospital.
7. A potato-peeling machine should be purchased.
8. A waste accounting system should be introduced.
9. A daily statement of the bill of fare, with amount of food used, should be made out by the kitchen keeper and presented to the Superintendent, to be filed in the general office with the approval of the Superintendent.
10. It should not be necessary to rely upon inmate labor in the kitchen and bakeshop to such an extent as to cause the serious slump in the quality of bread found on the first day of inspection, as the result of the discharge of the inmate who had been employed in the bakeshop.
11. The privies in the prison yard should be abolished, and flush toilets built within the enclosure.
12. More consistent and systematic trade school training should be given in addition to the actual construction work.
13. Setting-up exercises of the kind contained in the military system at Elmira should be introduced.
14. Inmates should be allowed to write and receive a generous number of letters, possibly not less than three a week.
15. Inmates should be allowed newspapers.
16. Inmates should be allowed to talk at meals.
17. Outdoor recreation should be allowed on Sunday afternoons.
18. Sunday meals should be eaten in the messhall, and served regularly three times as on other days.
19. A concert band should be organized, to supply musical entertainment.
20. Men in the third grade should be allowed outdoor exercise daily instead of exercise in the corridor only.
21. Men in the "jail" should be given beds to sleep on every night, and a stool for the day.
22. A civilian nurse should be employed for the hospital.
23. The physician should visit men confined in the "jail," and record such visits in writing daily.

24. The physician should be given general supervision of the preparation of food in addition to the requirement in accordance with which he now only inspects the meat and some other foods on arrival at the storehouse.

25. The feeding of inmates should be conducted on the basis of individual rations calculated in accordance with dietary standards adopted in other institutions as, for example, in State hospitals for the insane and in the institutions of the Department of Correction of the City of New York.

26. Sugar should be allowed in tea and coffee, and butter should be allowed at least occasionally.

27. A daily bath should be allowed for inmates working on the farm or on construction work.

28. The piggery outside the walls should be repaired or reconstructed.

29. A double-gate should be constructed, instead of the single gate now giving access to the yard of the Reformatory; and the gate should be operated by officers only and not by inmates.

30. Daily record should be kept of exact amount of inmate labor and employed labor given to the various pieces of construction work.

31. If possible, a printed catalogue of the books in the library should be supplied to the inmates.

GENERAL REPORT

The census on the day of inspection was 287, divided as follows:

First grade	152
Second grade	133
Third grade	2

Of these, 145 were men that had been returned for violation of parole and the remainder, 142, had been committed for the first time to the Reformatory and transferred from Elmira for other reasons. No attempt is made to differentiate the two groups, either in the matter of general treatment or segregation or special training.

The cell capacity of the institution is 496. At the time of the last inspection the population numbered 437. The decrease in population has been continuous, and it was stated at the time of inspection that with the number of inmates at that time, a large number of improvements and repairs as well as construction work had to be left undone for lack of working force. The State prisons on the other hand have a larger number of inmates than their total cell

capacity. It seems deplorable that while there is comparative congestion in State prisons, the reformatories have an abundance of vacancies, and are in fact unable to keep up with the institutional requirements for lack of inmates. It would seem advisable for the State to make at least a temporary change in the relations of its penal institutions so as to utilize the vacancies in the reformatories for the overflow in State Prisons.

Physical Plant.—The installation of toilets, basins and running water into the cells has progressed to a considerable extent, almost all the cells on one-half of the south cellblock having been completed. The low census has made the installation of toilets especially easy because whole tiers of cells can be set aside at a time for the work. At least two tiers of cells were entirely vacant. The cell house, cells, corridors and beds were clean. Whitewash is still being used extensively instead of oil paint. This makes it impossible to wash the cell walls down with water. For this reason, both cells and corridors often appear to be less clean than the amount of work expended upon them would seem to justify. The large windows in the outside wall of the cell houses also fail to receive the proper amount of cleaning. It was said they are cleaned twice a year. The individual cells are cleaned by tiermen, one of whom is assigned to each tier (in addition to three general tiermen). Mattresses and pillows in many of the cells were not so clean as they should be. They are not refilled and cleaned with sufficient frequency. Some of the bed springs are in extremely bad condition. The gasoline torch is used for the extermination of vermin.

Recently each cellhall has been supplied with automatic sanitary drinking stands that obviate the necessity of the use of common cups.

The cellars of the cellhouses are used for miscellaneous storage purposes (including the storage of potatoes). There, also, are the dungeons described in previous reports, and considered absolutely unfit for use.

In the kitchen and storerooms there were few flies, despite the inadequate supply of fly screens on windows and doors. The principal purpose of the installation of wire screens, where they are found, is the prevention of the passage of food from those working in the kitchen and messhall to inmates on the outside. The general conditions of storage were found satisfactory and the general cleanliness good. The bake shop equipment did not include an automatic dough mixer, but it was stated that one was expected in the near

future. There are no potato peeling machines, all vegetable peeling being done by hand. This necessarily involves a material loss, which could be easily obviated, and which is more expensive than the installation of a peeling machine.

The general sanitary conditions, the order and cleanliness in the buildings and within the walls were good. The barns are somewhat dilapidated and some parts apparently neglected. The privies used in connection with the construction work in the building of the new hospital, were in fairly good condition. They should, however, be fully satisfactory, have adequate screening for protection from flies, also removable boxes, a generous supply of chloride of lime and a supply of sand or dirt to be used as a substitute for the water of flush closets. All these precautions are especially necessary where kitchen, messhall and hospital are not adequately screened. It would seem advisable to construct regular flush toilets with transparent fronts, along the walls enclosing the prison yard in the same way as such toilets have been constructed in the House of Refuge on Randall's Island.

General System.—The general system in vogue at the institution has been described in previous reports. There is little systematic trade training comparable with that of the mother institution. The only trace of military training is the orderly marching from work to messhall; in fact there is no appreciable difference between this and the State prison, except in the age of its inmates which, by law, is restricted to between 16 and 30. As a prison, the sanitary conditions and general fairness of the management appear, from conversations with inmates, to be satisfactory. The inmates seemed especially glad to be free of the "monitor" system in vogue at Elmira. Compared with a State Prison, the advantages of this institution consist in the shorter term, the more pliable parole system, and the absence of pressure for productive industrial employment. On the other hand, restrictions remaining from the Reformatory discipline impose hardships, some of which are hardly in accordance with modern penology, as for example the following:

Letters may be written to and received from the nearest relatives only, and may be written and received only once every month. Any letter received for the inmate over and above the single monthly letter is retained in the office until his discharge. This restrictive system has been discredited in modern penology.

Newspapers are not allowed.

Talking is not allowed at meals.

Smoking is not allowed; infractions of this rule are naturally frequent in this as well as other reformatories. The theoretical advantage of the prohibition of smoking in reformatories as part of a general regime of restriction calculated to give the inmate a mental shock, has been practically discredited, and the reason for this restriction has become obsolete, at Napanoch as well as at Elmira.

Inmates are not allowed open-air recreation on Sundays. They spend in their cells such time as they are not at services.

After locking-up time at 5 o'clock, the slightest sound or conversation is prohibited, so that complete silence is in force for the rest of the evening. At least the use of musical instruments should be permitted for a half to one hour every evening. In the dietary also, certain restrictions, to be referred to later, appear to be unreasonable.

On Sundays and holidays meals are eaten in the cells instead of in the messhall.

There is no brass band or any other musical organization.

It is true that in mitigation of the above, the privilege of writing special letters is fairly generously granted, that certain magazines are now allowed to be received, and that the general attitude of the officers towards the inmates seems to be fair and kind. Nevertheless, the removal of most of these restrictions seems justified.

School.—The excellent system of the Elmira school of letters obtains at Napanoch in a general way. At the time of inspection school sessions had, however, been suspended, principally because the census was so low that all the time of all the inmates was needed for labor assignment. It was stated that school sessions would be resumed on the 1st of September. When the school is in regular session, with a census nearly normal, there are two daily sessions. That has been reduced to one session daily, between 3 and 4:40 P. M. In addition to the session of the "normal class" there are nine classes altogether, arranged in accordance with the plan worked out at Elmira.

The library is in a sense a department of the school of letters. It contains now approximately 5,000 volumes and circulates 500 to 600 books weekly. There is no catalogue available for the inmates. The only way they may find out about books is from their friends or by asking the librarian or teacher. It would be very helpful to have a printed catalogue, to be supplemented regularly when new accessions are made from the special library fund.

Discipline.—The same general system of discipline obtains as at Elmira. Confinement in cells may be of five kinds, namely:

Being "chalked-in."
Confinement in guard house.
Demotion to third grade.
Assignment to "jail."
Confinement in dungeon.

The degrees of severity are approximately in the order mentioned. At the time of inspection, there was one man "chalked-in," three were in guard house, two in third grade, one in "jail," none in dungeon. The first three groups are allowed full meals; those in "jail" receive only bread and water. "Chalking-in" follows minor offences and entails no extra hardship other than deprivation of opportunities to work and for outdoor exercise. Those in the guard house are confined temporarily until disposition of their cases, but may look forward to more severe punishment. Neither of these groups is deprived for any length of time of outdoor exercise and not at all of food. Those in "demotion to third grade" spend generally not less than one month in third grade. They have nothing to do and are allowed only one half hour a day for exercise in the corridor, not out-of-doors. This amount of fresh air and exercise is insufficient and should be increased. Inmates assigned to "jail" are allowed no cell equipment whatever, and are merely given a mattress to sleep on at night. This, again, is too stringent. The man confined in "jail" at the time of inspection stated that he had had five slices of bread since his admission on Monday evening, that is, more than 48 hours.

The bread and water diet is admittedly imposed on inmates in "jail." If the quantity also is restricted as stated by the prisoner then a change is advisable so that at least the amount shall be sufficient. The inmate in question was sent to "jail" for attempting agitation. "Jail" inmates are not allowed any exercise at all.

It was stated that the dungeon in the cellar of the cell house is used only in extreme cases, in order to obtain absolute solitary confinement. It is necessary for an institution and beneficial for inmates sometimes to be so confined in solitary confinement, but only on condition that the place of confinement is satisfactory in sanitary respects. The dungeons are damp, dark, and ill-ventilated. They should under no circumstances be used. A small building containing solitary cells should be constructed somewhere in the farther corner of the enclosure. Such a building will not only remove the

physical danger from the inmate but also make possible more extended solitary confinement under supervision which now is impossible because of the destructive conditions in the dungeon.

During the six months between January 1st, 1916 and June 30, 1916 there were 25 men confined in "jail" of whom 5 were confined twice. The average stay was 2½ days, though in some cases there were 3 days, in one case 5 days, and in another case 7 days of confinement. The list of admissions has been placed on file.

Medical Care.—The resident physician is Dr. Walter N. Thayer, Jr. He lives within a mile of the institution and visits daily. The hospital is situated in the administration building between the two cell wings. It consists of several small wards, the largest containing 7 and 5 beds respectively. There is a physician's office, operating room, drug room, bath, a tuberculosis ward with 3 beds, a dining room with special table for tubercular patients, and a diet kitchen. In addition, certain cells are set aside for tubercular patients, notably the last 6 cells on the second tier of the south prison. All parts of the hospital were found clean, except a few corners in the diet kitchen which were only fair. The supply of fly screens on windows in the hospital was insufficient. There is no civilian nurse or officer, although the need for such an officer is patent. The physician has charge of the general medical service of the institution. He receives a summary of important facts regarding the inmates from Elmira at the time of the transfer. A brief examination is made by him to check up the information thus received. Special attention is paid to the tubercular and syphilitic. At the time of inspection, there were 22 men on the tubercular list, 3 of them in the hospital, 6 in the special cells and the rest distributed in the population. Eleven inmates were on the milk list, that is, received special milk rations from the hospital, although not assigned to the general hospital; these patients do not, however, receive eggs. The syphilitic list under observation carried 10 names. The total hospital population was 12. There is an "invalid company," consisting of those temporarily needing rest. The general care of patients in hospital and under medical supervision seemed very good. The physician occasionally sees the food and kitchen. He visits more or less regularly the inmates confined to "jail," but makes no record of such visits. It is recommended that a daily statement in writing be made by the physician of his visits and findings, as to men under discipline. Under the general supervision of the physician the cells of discharged inmates are disinfected upon each discharge. Clinics are

held every morning, and a record of treatment is entered on individual cards. The physician does not exercise continuous supervision or control over the general feeding of the population as a whole. Such supervision would be useful and is recommended. Hospital patients are weighed every week and their weight recorded. At the time of inspection, the institution was quarantined against visits because of the infantile paralysis epidemic. There were numerous cases of the disease in the neighborhood, especially in the boarding houses from which visitors are usually admitted. Such shortcomings as are found in the medical department are in no way attributable to neglect on the part of the physician, who appears to be very able and conscientious and thoroughly interested in his work.

Food.—The general cleanliness in the preparation of food was good. Inmates assigned for work in the kitchen or messhall receive a special medical examination before such assignment. The inspector could not find any standards for individual rations for the various items of food. The quantities were estimated in bulk and not on the basis of individual requirements. It was stated that the general dietary is under the inspection and receives the approval of the dietitian of the State Fiscal Supervisor of Charities. The diet does not include sugar in coffee or tea, or butter at any time. All meals on week days have been taken in the messhalls, including the evening meal, since March of this year. At the time of inspection agate ware dishes were used in the messhalls. It was stated that they do not use crockery, "since the riot last December." Sunday and holiday meals, however, are, as has been indicated, taken in the cells. Suppers on those days consist of bread and the remnants retained by inmates from their midday meals. No waste accounting system obtains. The system of making detailed statement of the day's bill of fare with amounts and quality, principally for the records of the Superintendent, does not obtain. Apparently the only record to be had is in the journal kept by the keeper in charge of the kitchen. It is recommended that such a system be introduced. It was stated that generally there is stew twice a week; hash three times a week; roast beef once a week, and fish once a week. Cereals are given in the mornings, four times weekly, boiled in milk. About 30 quarts of milk are used for 300 inmates. On the first day of inspection, the noonday meal consisted of stew and bread. A great deal of waste was left on the tables. The evening meal consisted of string beans, approximately half a cup each, and cold coffee. The coffee was not good. The bread was badly baked and too heavy even for

persons of good digestion. It was stated that the quality of the bread was due to the fact that the inmate baker had been discharged on parole the previous day. On the second day of inspection, dinner consisted of meat soup with plenty of vegetables, boiled potatoes with gravy and bread. Supper was to be of fish cakes which were seen in preparation and appeared very good. The bill of fare for the week preceding and including the first day of inspection was, according to the records of the kitchen keeper, as follows:

FRIDAY, JULY 14, 1916

- Breakfast: Corned beef hash, bread and coffee.
For the population of 320 on that day 28 pounds of canned corned beef; 3¼ bushels of potatoes and some 30 pounds of stock were recorded to have been used.
- Dinner: Macaroni soup, cream sauce, potatoes and bread.
- Supper: Codfish cakes with tomato sauce.

SATURDAY, JULY 15

- Breakfast: Boiled rice, bread and coffee. (Approximately 35 pounds of rice).
- Dinner: Pea soup, bread.
- Supper: Molasses, bread and coffee. (This day's bill of fare does not seem to be well balanced.)

SUNDAY, JULY 16

- Breakfast: Baked corned beef hash, bread and coffee.
- Dinner: Rice pudding, vanilla sauce, molasses cakes, bread and coffee.
- Supper: Bread. (The system of Sunday meals has been criticized in general arrangement and method of service.)

MONDAY, JULY 17

- Breakfast: Boiled rice, bread and coffee.
- Dinner: Hamburger steak, potatoes, vegetable soup.
- Supper: Bread pudding, bread and coffee.

TUESDAY, JULY 18

- Breakfast: Hominy, milk, coffee. (Approximately 39 pounds of hominy, 24 quarts of milk).
- Dinner: Mutton stew with vegetables, bread. (Sixty-three pounds of mutton for 325 of population).
- Supper: Vegetable consomme, bread and coffee.

WEDNESDAY, JULY 19

- Breakfast: Corned beef hash, bread and coffee.
- Dinner: Sauerkraut, pork with gravy, potatoes and bread.
- Supper: Prunes, bread and coffee.

The general fault in most penal institutions of serving too unsubstantial evening meals is found in the above.

Labor.—Almost the full period of 8 hours is spent at work in this institution. Especially because of the tremendous amount of construction work, the Reformatory is able to supply its inmates more opportunity of really worth-while labor than most of the institutions in the State. In addition to the domestic and upkeep work, there was at the time of inspection considerable grading to be done in the yard. The new hospital was being erected and considerable stone crushing was being done. Some farm work, much highway construction and repair, as well as necessary repair work on the reservoir, had to be abandoned because of lack of working force. This does not mean of course that the highest efficiency is obtained from the labor of inmates, for the lack of compensation and the consequent lack of high standards of quantity of work and the lack of sufficient records in that respect preclude the possibility of getting 100 per cent. out of each man. In many gangs, inmates divide themselves into two shifts, and "work half" and "rest half." The domestic and maintenance groups are of course over-manned, because there is no incentive for the men to do their utmost. Of the 287 inmates at the institution on the days of inspection, 105 were engaged in outdoor work, including grading, construction of new hospital, general yard work, farm, construction of bath houses and laundry, and lawn. Trade work in connection with the construction work as well as with maintenance such as plumbing, painting, machine shop, etc., requires 52; 77 men were detailed to maintenance work and 41 were unclassified, probably equally distributed between maintenance and definite work. There is much work that can be done at the institution with more inmates and still more could be done if compensation were allowed. Men go to their cells at 12:15 after dinner, and stay until 1 P. M. They quit work at 4:45 P. M. on weekdays, march to messhall, take their supper and retire to their cells at 5:15. Formerly, that is up to March of this year, they would go straight from work to their cells and have the evening meal in the cells. After lockup, absolute silence prevails under penalty of severest punishment, mostly demotion to lower grade. Inside workers, that is, those who work in the cells and messhalls, are allowed one hour in the morning and one in the afternoon before meals in the yard. Daily baths are allowed only to those working on coal and freight gangs, not to farmers and those engaged in construction work. Much of the work done by the Reformatory, and principally by inmate labor, will stand as a monument to the inmates and the administration. Among other things, the splendid reservoir on the hills back of the institution will emphasize the possibility of

prison labor. In the cloud burst and flood last spring, much of the good highway work was destroyed, almost bodily carried by the flood from the hill and piled up against the outside wall of the institution. Considerable damage was done at the time, but much has already been repaired.

Some of the outhouses, such as the piggery, are not in good condition, and should be replaced by new buildings. The gates in the back of the institution operated for the admission of trucks and wagons, should be reconstructed on the double-gate plan and should be operated by officers only, not by inmates as at present. It is important that this improvement be undertaken at the earliest possible time. As to the labor performed at the institution, it is recommended that a daily record be made and utilized in the calculation of cost construction, and that it be placed on record for any other purpose that might make the information desirable. Additional farm land has been purchased during the past year and negotiations are on foot for the purchase of still more.

Employees.—The employees of the institution, in addition to the Superintendent and Assistant Superintendent, are the following:

1 chief clerk.	1 engineer.
1 assistant clerk.	1 farmer.
1 physician.	2 resident chaplains.
1 storekeeper.	1 non-resident chaplain.
1 stenographer.	1 coachman.
4 trade instructors as follows:	
blacksmith.	1 captain of the guard.
carpenter.	2 chief guards.
plumber.	
bricklayer.	

27 keepers; of these 6 are on night duty:

1 in cage.	1 chief guard in general charge.
2 in north hall.	
2 in south hall.	
1 in hospital.	

The day staff of keepers is divided as follows:

1 south hall.	2 farm (one of these on post duty with gun).
1 north hall.	1 lawn.
1 hospital.	1 hospital construction.
2 kitchen and messhall.	2 grading.
5 guards on post.	1 vacation.
1 bath and laundry.	1 relief for those on vacation.
1 State shop.	
1 trade school.	

The hours of the keepers are from 7 A. M. to 12:15 P. M. and from 1:15 to 5:15 P. M. The hall keepers' hours are as follows: three, from 12 noon to 12 P. M., and three, from 12 P. M. (midnight) to 12 noon. The day men have Sunday afternoons and one Sunday per month off. Night men are off Sundays at 5 P. M.

Chief guards alternate 9 hours a day.

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD HILLS

INSPECTED BY PHILIP KLEIN, MAY 31 AND JUNE 2, 1916

Superintendent, Miss Mary Rebecca Moore.*

RECOMMENDATIONS

1. The analysis contained in the Prison Association report for 1915 of the figures given in the annual report of the reformatory as to the nature of the women committed to Bedford, seems to leave no room for doubt that the Reformatory at Bedford has departed considerably from its original purpose of giving the highest grade of educational and industrial training to those offenders who are most hopeful, that is, most likely to be permanently reformed as the result of their stay at the reformatory. Very valuable findings of the Laboratory of Social Hygiene, operating in conjunction with the reformatory, emphasized the same point. It may be said, therefore, that the Bedford Reformatory as a specialized institution serves a population little different on the whole from that of the workhouse or penitentiary. At each of the State institutions, namely, Bedford, Albion, Hudson, Valatie and Auburn, there may be found women representing the whole gamut of types from the most reformable to the most hopeless. The above conclusions are now generally recognized. The time is ripe, therefore, for recasting the entire system of the care of women offenders in the State institutions. The problem should be unified; the laws relating to the various institutions gradually modified, an elaborate and flexible system of transfer established, and the Laboratory of Social Hygiene should be utilized as a clearing house for the examination and distribution

* Resigned since this inspection. Superintendent at present, Miss Helen A. Cobb.

of all women sent to the above mentioned State institutions. Some one institution or part of one of the institutions, should be devoted entirely to the defective delinquents until such time as a new and separate institution for such women may be established for the permanent custodial care of that type.

2. Scientific data obtained by the laboratory should be supplemented and verified by data gained through the experience of matrons in the cottages and the parole officers exercising supervision over the women after their discharge from the institution. In general, the activities of the Bureau of Social Hygiene, and of the institution proper should be better harmonized, for the profit of both.

3. The utilization of the group of four cottages as a separate unit for the best element of the institution, to be segregated from the other inmates, should be planned for at the earliest possible time.

4. Vacant buildings are a financial and institutional loss. Appropriations should be made for the equipment of all new cottages and for their prompt utilization.

5. The vacillating policy as to the disposition of Rebecca Hall should be abandoned, definite plans formulated for the best disposition thereof, and such plans should be executed as soon as possible after the occupation of the new group of cottages on the hill.

6. *All buildings should be abundantly supplied with fly screens. This is especially necessary in the case of the hospital, the farm building and, possibly, certain parts of the sewage disposal plant.

7. †All buildings should be supplied with unobtrusive wide-meshed screens, to remove the temptation of easy escape.

8. The cottage should be made more homelike by a plentiful supply of window-boxes and other similar decoration. This should not be left entirely to the initiative of the matrons in charge of the cottages, but should be accepted as a general policy of the institution.

9. All rooms in the cottages should receive a coat of oil paint. The present plaster surface is very unsatisfactory.

*According to information obtained at the writing of this report, all the buildings have been so supplied with fly screens.

† Similarly, such wide-meshed screens have been supplied on all but the basement windows. The latter, also, are to be supplied as soon as possible.

10. *A bath should be installed in the disciplinary building; if necessary, by the utilization of one of its cells for that purpose.

11. †A nursery yard, with canopies to protect children from sun and bad weather, should be attached to the nursery cottage, as suggested by the administration.

12. ‡The electric rotary drier in the laundry should be supplied with a guard to prevent serious accidents.

13. §The plumbing in the old cottages should be thoroughly overhauled. Matrons in charge of such cottages were unanimous as to the very poor condition of their plumbing.

14. ¶In the farm building a water heater should be supplied, the cellar should be drained, and provided with concrete floor. The necessary protection should be given from frequent flooding of the cellar, and such other minor repairs should be carried out as are, in the opinion of the administration, necessary to make the building sanitary and habitable.

GENERAL REPORT

The census on May 31st was 389, consisting of 358 women inmates regularly committed, and 31 children. The census in detail was as follows:

Elizabeth Fry Hall	40
Hilltop	2
Farm Cottage	17
Gibbons Cottage	25
Huntington Cottage	26
Sanford Cottage	17
Lowell Cottage	25
Turner Cottage	22
Robertson Cottage	25
Cowdin Cottage	19

* This improvement also has been effected; complete toilet accommodations have been installed and a bathtub supplied, though the latter is not quite connected with the water system or with the water-heating apparatus.

† A large tent, 30 feet square, covering a good board floor, has been installed to meet this need, entirely at the initiative of the administration.

‡ It is intended by the Board of Managers to abolish the present laundry entirely and discard all the machinery now in use. That, of course, will obviate the condition criticized.

§ The old plumbing in these cottages has since been removed, new plumbing installed and new floors laid.

¶ According to latest information, it is intended to discontinue the use of this building for inmates, and possibly to change it into a home for employees.

Morris Cottage	16
Cromwell Cottage	23
Griffin Cottage, 25 women, 27 children	52
Hospital, 8 women, 4 children	12
Discipline Building	9
Rebecca Hall	59

Three principal factors determine the situation at the Reformatory. First, the nature of inmates committed as provided by law; secondly, the administration of the institution, including the general system in vogue as affected by administrative methods and the calibre of the administrative authorities; thirdly, the physical and sanitary conditions of the plant and its availability. It was pointed out in the last inspection report of this Association, that the laws under which commitments may be made to the Reformatory allow such leeway, that practically indiscriminate and undifferentiated groups of women are actually committed to the institution. Statistics were quoted in support of this statement. The previous histories and the ages of the women committed, and the high percentage of mentally inferior or neurotic cases, preclude the possibilities of further entertaining the idea that the group constituting the bulk of the Reformatory population is amenable to the reformatory influences provided in the routine of the institution. Exactly one-half of the commitments during the fiscal year ending September 30, 1915, were above 20 years of age. There is an almost universal previous history of extended immorality in all cases, and the previous institutional history of inmates committed is very heavy.

Despite the nature of the population as indicated, the general system for the reformation of inmates is based on the assumption of reformability and of the importance of educational and industrial training for the general population. Evidently, this incongruity must seriously affect the extent to which the general system is carried out and the nature of the discipline.

This aspect of the institution is so important and so seriously hampers a clear understanding of why this reformatory institution has so heavy a disciplinary problem, and seems to show so small a percentage of reforms, that it ought to be given the most serious consideration with a view to a fundamental recasting both of the law governing the institution and of the qualifications for the admission of inmates, and consequently the general system of the institution.

The reciprocal relation between physical plant and administration has at the time of the present inspection appeared to be comparatively unimportant. The general character of the sanitary conditions

and of the equipment of the institution was very much better than two years ago, and considerably better than at the time of the last inspection in September, 1915. The matter of congestion is practically no longer a factor, and the season of the year is favorable to conditions of sanitation and comfort.

Physical Plant.—All parts of the institution were visited; in a number of cases the cellars as well as garrets were inspected. A considerable amount of painting has been done since the last inspection. This has been one of the most important improvements in the appearance and general condition of the cottages. Some cottages have been favored in this respect more than others. Turner Cottage was badly in need of paint. New ranges have been installed in all the old cottages. Matrons stated that they were fully satisfied with the workings of the new equipment. The disciplinary building has not been changed in any respect, except that at the time of inspection it was being painted. The principal difficulties with that building have, however, been not the absence of paint but the poor ventilation, absence of running hot water, of toilet facilities or bathing facilities. Even before the recommendations of the administrative authorities for the building of a new disciplinary department, with a capacity for 50 inmates (a recommendation which in that form is not approved by this Association for reasons indicated elsewhere in this report) are given consideration, the present quarters ought to be improved by the addition of a room to contain bathing and toilet facilities with running hot water, and by the installation of flues and an electric fan to supply forced air for the ventilation of the separate rooms. To the knowledge of the inspector, the executive authorities of the Reformatory have been cognizant of the very poor ventilation of the rooms in the disciplinary building for the last four years at least. No very determined effort seems to have been made during that time for the improvement of conditions. The condition of the buckets in the disciplinary cells and the supply of toilet paper were satisfactory. All parts of the building were clean. There was no uniformity in the matter of ventilating registers in the individual cells. The room used for storage was clean and in good order. It seemed to the inspector that part of that room could be spared, if no other means were found, for the installation of a shower room.

In the laundry building, the electric rotary dryer was not protected against accidents to inmates. Such accidents have occurred in a number of institutions, and to a slight extent at this institution. All

such machines in other institutions of the State are now equipped with guards, and such guards should be supplied in this case as well.

The new hospital was in use. There were eight women and four children. There were no contagious diseases in the quarantine department of the hospital. There are no fly screens* in the hospital; of all the buildings one of the most important to be so protected. A supply of rockers and of books was stored in the garret of the hospital.

Griffin Cottage, the new nursery, as well as all the new cottages on the campus have been supplied with fly screens. None of the old cottages have, however, been supplied. According to the present standards of sanitation, the lack of a full supply of fly screens must be condemned. Griffin Cottage is generously supplied with flower pots. The walls are not painted in any of the new cottages. There is no good reason for this, as the buildings were erected a sufficiently long time ago for the walls to have dried thoroughly. It is to be hoped that the custom of leaving the interior walls unpainted for years, found hitherto to be the case, is not to be perpetuated.

There was no canopy or awning for the protection of children against the sun during the time they spend in the yard. Several makeshift arrangements of a primitive nature were resorted to by some of the women, to obtain such protection for their children.

In Cowdin Cottage, the kitchen and some of the rooms have recently been painted. Some of the plaster in the laundry of this cottage is in poor condition.

In Robertson Cottage some paint has been applied, but by no means to all the rooms.

The new Staff House, formerly used for the honor girls, has been almost completed for the use of the staff.

Morris Cottage was attractively decorated with flowers, as compared with the other cottages of the institution.

Huntington Cottage was especially clean.

Very few insects were found in any of the cottages, and the condition of cleanliness in all of them was on the whole quite satisfactory. In one or two, the standards were not comparable with the best cottages but still clean.

In Rebecca Hall the physical conditions were found the same as at the time of last inspection. The cleanliness was satisfactory, but the condition of the floors and cell walls is exceedingly bad. The concrete floors are so badly battered up that they must, despite their

*Fly screens have, at the present writing, been installed.

apparent cleanliness, be very favorable for the accumulation of germs. Some of the interior walls of the building have been painted within the last year, but many of the walls still need paint, and the cell walls have apparently never been painted since the erection of the building some twenty years ago. In many places the plaster is in very bad condition. On some floors, many window panes were out. Officers of the institution stated that they had been broken by the inmates. The kitchen has been painted recently. The condition of the attic was bad. There were, in addition to the natural accumulations of dust, piles of paper and rubbish.

In Sanford Cottage a good deal of painting has been done and more painting is contemplated in the near future.

In Lowell Cottage, the plaster had fallen down in a large area of the ceiling in the recreation room. The dining room and pantry of this cottage have been painted. Similar accidents to the ceilings have occurred in several cottages, among them Gibbons and Huntington Cottages. In practically all the old cottages on the campus, the pipes under the washtubs were leaking and the plumbing in general was in poor condition. As a result, the kitchen floors are often damp and the increase of insects is favored. Probably nothing short of a thorough overhauling of all the plumbing work in the old buildings will correct this situation. Fly screens should be attached to all windows and doors in every cottage in the institution.

The cottages constituting the new group at some distance from the main group of buildings are built largely on the plan of the largest cottages in the upper campus. Fly screens are supplied throughout these cottages. A heating plant has been installed in the basement of one of these, to supply all four buildings. None of these buildings is as yet in use, but the superintendent stated that appropriations have been granted for furnishing them. One thousand dollars has been granted for work on building a road to this group of buildings. The old farm building previously used for the feeble-minded group is no longer a part of the institution. These girls are now in one of the cottages in the upper campus.

In the farm building near the barns, the physical conditions in many respects are very unsatisfactory and from a sanitary standpoint dangerous. A large number of flies were found in the pantry and kitchen of the farmhouse. The floor of the cellar was in very bad condition, and accumulations of stagnant water were found in several places. It was stated that it was impossible to prevent the partial flooding of the cellars in the wet times, and that there was no drain to lead off the water. There is no hot water heater for

this cottage, so that only the amount of hot water obtainable from the stove is available for bathing purposes. It was also stated that the odor from the sewage disposal plant is often a very serious matter at this Cottage, and while the odor in itself is not dangerous to health, it is certainly destructive to comfort. Some remedy should be found for this condition, or the farm house should be abandoned for its present use. Girls in this building sleep in dormitories. A punishment room is provided on one floor and was found unoccupied at the time of inspection, and in a clean condition.

In the Elizabeth Fry Hall fly screens and new meshes have been supplied for the protection of the windows. The method of fastening the wire mesh is, however, faulty and should be changed if escapes are to be prevented.

The new sewage disposal plant has been in use since about January 1, 1916. It is being frequently inspected by State and New York City authorities and is apparently found satisfactory. It would seem nevertheless that open parts of the system which are accessible to flies should be screened*, because it is almost certain that the flies travel at least between this part and the farmhouse.

The Psychiatric Hospital is under construction, but not yet completed. Provisions are being made for tub baths and large sun wards, also for a punishment room. (Apparently no room for treatment by electricity or hydro-therapy is being provided).

There is no congestion at the institution at present. The conditions of cleanliness, sanitation and physical care of inmates seem satisfactory. Food was found good in a number of cottages, where it was carefully examined. The quantity also seemed sufficient. A small amount of butter is given twice daily. Complaint about food was received from one girl working in Rebecca Hall. The complaint was principally against variety and in part against the preparation of the food. It was stated by the officers that the food at Rebecca Hall is admittedly inferior to that in other cottages, principally because the large number of inmates for whom food must be prepared makes it difficult to prepare it the same way as in cases where a smaller number are to be taken care of, and because the same leeway is not given to girls in that building as to inmates of the cottages. The matron in charge of the cooking in Rebecca Hall stated that the girl who made the complaint was habitually dissatisfied with everything, and was retained in Rebecca Hall because she could not get along in any other cottage.

*Tanks only are meant, not the gravel beds.

ADMINISTRATION

Food.—The fact that each cottage represents a unit of administration, means that certain conditions vary in the several cottages. This applies not only in the matter of cleanliness, order and general tone, but also to the kind and palatability of the food served. Certain cottages are preferred by the girls, principally because of the superiority of the preparation of the food. It is not required that any standard rations be observed in the cottages. The food is delivered in bulk, and it is left to the judgment of the matron to make the best use of it. No instructions are given to the matrons as to the proper per capita allowance of each item of provisions. A certain amount of uniformity will probably be gradually introduced, by means of a system of traveling cooking teachers. The cooking teachers alternate in instruction in the cooking room and services in the cottages, so that each cottage receives the benefit of a whole day's instruction on the premises by one of the cooking teachers at fairly regular intervals.

Wasserman tests are now made of all new admissions. The blood specimens are taken by the doctor during the initial examination and sent to the State Department of Health for examination.

The system of records is still very poor, both in form and comprehensiveness; so, for example, it is impossible to find at any one place either the full disciplinary record of an inmate or the total disciplinary situation at any time. Only the daily census tells, in a very superficial way, the number of cases of discipline and kind of treatment imposed. A change in the system of records is now said to be under way.

A volunteer worker was found relieving in the Morris Cottage (the honor cottage). She is not on the payroll and gives her services entirely as a matter of good will.

Miss Dawley has taken the place of Miss Robinson, sociologist of the Bureau of Social Hygiene.

Women are allowed to play in the open on the campus after 4:30, except during the short period occupied at supper time. They stay out until dark.

Congestion, and use of plant.—As a result of the very serious congestion at the Reformatory four years ago, appropriations were granted for the construction of seven new cottages and a new hospital. It was understood that when these additional accommodations were made available, Rebecca Hall would be dispensed with for its present uses. The average population for 1916 has been 386, includ-

ing 25 to 30 children. In other words, the condition of congestion has disappeared. In the meanwhile, all the cottages have been built and some of them furnished. Four cottages are at this time entirely unused. Rebecca Hall is the worst feature of the institution, and its further use has been declared harmful both by the administration and by inspectors. That Rebecca Hall is nevertheless still in use, and four of the new cottages still vacant, seems poor policy. That no appropriations have been made to furnish the new cottages may be an excuse, but it is nevertheless hardly pardonable to have allowed an investment of some \$150,000 to lie idle and to allow conditions in Rebecca Hall to continue for the lack of the comparatively small amount needed to furnish the new cottages. It appears that the chief fault has been the expenditure of disproportionately large amounts in the building of cottages at an inaccessible point, for to the cost of construction must be added the increase from excessive cost of transportation. The money which should have been used for furnishing the cottages appears thus to have been spent unnecessarily for expensive construction work. The location of the group of four cottages seems to have been injudiciously chosen, and with disregard of the very high cost of heating and administration. While it is too late to change this condition, these facts should for the sake of the future not be omitted.

The inspector's impression was very definite that the administration is not anxious to utilize this new group of buildings, and is not making all reasonable effort to put them to use.

Discipline.—It appears from the census that the total population of Rebecca Hall and disciplinary building is 68, or 19 per cent. of the total adult population. On the face of it, such a percentage of disciplinary cases is extraordinary from the standpoint of the normal penal institution. It is true that all girls in Rebecca Hall are not outright disciplinary cases; but they are all practically so. It is very evident that other factors than the normal amount of disciplinary infraction to be expected in any normal penal institution are cooperating to make for such a high percentage of assignment for disciplinary treatment. Among these factors the following seem important: First, the imposition of a strict routine, based on the assumption of a high degree of corrigibility, and resented by a very large number of inmates who can see in this strict routine nothing but repression. The natural accessories of such repression as are to be found in the prisons with cells on a frank penal basis are absent, and resistance on the part of the girls comparatively easy. Secondly, the presence of a considerable number of insane persons

among the inmates. At least two of the nine inmates in the disciplinary building and one inmate in Rebecca Hall are admitted to be insane by the administration and a larger number, probably, can be found. Thirdly, the presence of a very considerable number of neurotic inmates not amenable to the ordinary methods of discipline. Fourthly, the lack of facilities for the treatment and segregation of the distinct groups of difficult inmates who are now all treated alike as disciplinary cases, whether insane, hysterical, neurotic, homosexually inclined, seriously recalcitrant inmates or comparatively light offenders against rules. It is almost impossible to expect good discipline in an institution where an irresponsible insane person, a vicious, immoral character and a confirmed malingerer are treated alike.

The situation is aggravated by the very evident internal lack of harmony among the administrative officers and by the lack of cooperation or the best utilization of their services. A number of officers spoke about the bad condition of discipline and that the inmates had no fear of anybody except possibly the immediate physical fear of the weaker girls for the stronger matrons. In the course of the inspector's visit to various parts of the institution in company with administrative officers of the institution, many inmates passed defiant and provocative remarks and made no attempt to conceal their lack of fear or respect for the officers and implicitly for the administration. Several officers seemed to be hopeless as to the outcome of the loose discipline obtaining. Silence period between 1:30 and 4:30 was especially noticeable in Rebecca Hall, for even the officers walk on tiptoe so as to emphasize the importance of complete silence. Some girls do not hesitate however, to talk out and pass remarks apparently without fear of punishment.*

The disciplinary building was full to capacity at the time of inspection, and several times the assistant superintendent accompanying the inspector was summoned to take care of trouble in the cottages.

The recommendation of the administration to build a new disciplinary building for 50 inmates is based on the continued lack of appreciation of the fact that all inmates now undergoing disciplinary treatment are not cases properly subject to discipline, and that therefore the method of discipline is not bettered in supplying larger accommodations but by classification, segregation and differential treatment. One group at least could certainly be disposed of by

*It is stated that much of this lack of harmony and the resulting conditions have disappeared in recent months and that, therefore, a marked improvement in the general tone of the institution is to be expected.

assignment simply to a disciplinary cottage, that is, an ordinary cottage with harder work, less privileges and fewer comforts. Another group could be taken care of in the new Psychiatric Hospital; a third, by transfer to an institution for feeble-minded or institutions for the insane. Only a comparatively small group would require real rigid discipline. During the current calendar year there have been 11 transfers to various hospitals, of which 3 were to Matteawan and 4 to the Custodial Asylum at Rome.

A good deal of internal friction within the staff was evident, and received special emphasis from the fact that within the last two and a half years of the incumbency of the present superintendent some half a dozen changes in the position of assistant superintendent have taken place. There are two assistant superintendents allowed for the institution. On the second day of inspection, the assistant superintendent (the other position of assistant superintendent was vacant so there was only one on duty) was relieving the matron in the laundry. It seems an unreasonable use of the assistant superintendent's time, especially in view of the shortage of the staff and of the partial absence at the time of the superintendent. Moreover, the laundry is a particularly difficult post and should, therefore, not be covered at any time by one whose energies are so much in demand as those of the assistant superintendent.

The superintendent stated that appropriations have been received for furnishing the new buildings, for an auto runabout for the use of the superintendent, for a horse and buggy for the use of the farm instructor, for a chicken incubator and for the construction of part of the road leading to the new set of buildings.

Chicken industry has been begun with some 450 odd chickens to begin with. It is hoped that through this branch, the general standard of feeding will be improved.

The herd of tubercular re-actors has been disposed of so that now only healthy cows are kept; a new pig industry is also being established.

WESTERN HOUSE OF REFUGE, ALBION

INSPECTED JUNE 26, 1916, BY E. R. CASS

The newly appointed superintendent is Mrs. Flora P. Daniels.

RECOMMENDATIONS

1. The reception cottage presents a serious fire danger. Fire-proof stairways should be installed, and also some means of cen-

tral lock control. The use of the locks could perhaps be dispensed with if an "annunciator system" were substituted, which would record the opening of the doors in some central part of the corridor on the main floor. With a system of this kind in vogue, precautions must be taken to make the windows in the corridors and the doors throughout the building proof against escape.

2. A different style of door should be substituted for the iron barred doors in the reception cottage. A solid wooden door with an opening about 4 inches by 7 inches near the top is preferable. The opening should be filled in with a heavy clear glass.

3. The population of the institution should be kept as near as possible to the certified capacity.

4. Mental and physical tests should be made of all inmates. Special efforts should be made to detect cases of syphilis and gonorrhea, and for such cases treatment and segregation should be provided.

5. A more comprehensive and definite record of the parole work of the institution should be available in the Superintendent's office.

6. The school vacation should not exceed more than two weeks in the period intervening between July and September.

7. The babies and mothers in the Armstrong Cottage should be subjected to careful physical examination and the babies, especially, segregated if necessary.

8. The grounds in the vicinity of the sewage disposal plant should be brought up to the standard of the other parts of the institution.

9. Girls under discipline in their rooms or in the reception cottage should receive opportunity for exercise daily in the open, if their confinement is to exceed twenty-four hours.

10. The silence periods during the day should be eliminated as much as possible, especially for girls who are physically able to work. Idleness is a detriment to the work of the institution.

11. The population should be reassigned and classified on the basis of mental tests, together with what other information is available.

GENERAL REPORT

Total population 212.

This is slightly below the certified capacity of the institution. At the time of previous inspection the population was far in excess of the certified capacity. This has been the case for many years, and

in May, 1915, the superintendent was authorized by the Board of Managers to notify the courts that the institution could not at that time receive new girls. It was also suggested to the courts that a waiting list be established and as vacancies occurred in the institution prospective inmates would be taken from the list in the regular order of their commitment. As a result of this the number of new girls during the year 1915 was limited to 115. Even with this limited number of new inmates, it was necessary injudiciously to parole a larger number of girls. In the annual reports of the institution, and in inspection reports, the congestion in the institution has been pointed out. However, no provision has been made to accommodate more than 215 inmates. It is a question whether it would be wise to increase the facilities for taking care of more than the present normal capacity. With a greatly increased number of inmates, there is a possibility of breaking down the chances for the essential personal touch between officials and inmates. This eventually leads to an institution for custodial care only.

Reception Cottage.—Unfortunately this cottage is frequently referred to by officials and inmates as "The Refuge." A more fitting name would be the "Reception Cottage." The population in this cottage was 42. Three of the girls were under quarantine and four under discipline. Our previous reports have emphasized that this cottage is an old structure and decidedly unsafe in the event of fire. The plan and construction of the building is not in keeping with the cottage principle of the institution. The girls are kept in separate rooms, arranged in rows on each side of the building. It is intended that each girl shall have a separate room, but in reality each girl is kept in a separate cell, inasmuch as the doors are of steel bars. The only attractive part of the doors is the highly polished brass-lock attachment. Not only is this arrangement unsatisfactory for new girls, but also for the large number of girls who must be kept in this cottage because there are not sufficient accommodations in the other cottages. For instance, with a population of 42, all but 7 might have been eligible for assignment to one of the cottages if sufficient room were available. The institution is supposed to be of a reformatory character, and yet in this particular cottage, the iron barred door arrangement is a mockery on the individual room plan, and gives the feeling of a prison. Girls are kept in this cottage for from 5 months to two years.

On the first floor of the "Reception Cottage" south wing, there are two disciplinary cells transformable into inky black dark cells,

because of the solid door on the front and also the solid shutter arrangement on the window in the rear of each. When these cells are darkened, that is, with the front door and rear shutter closed, there is not only an absence of light but undoubtedly a decided lack of adequate ventilation. None of these cells was in use at the time of inspection, except that one was used for the storing of books and suit cases, etc. It is evident that most of the disciplining in this cottage is done by keeping the inmates in light cells. Girls under discipline are made to work. Some work in the morning and others in the afternoon. It was stated that every effort is made to keep them busy. It is sometimes necessary because of the character of various girls to keep some in their cells while others are working. The cleanliness and order throughout all parts of this cottage were highly satisfactory. The girls had no complaints to offer as to their treatment and food.

Armstrong Cottage.—A most commendable change is the use of this cottage solely for inmates who have babies. At the time of the previous inspection, the keeping of such inmates together with other women was criticised. The population was 20 girls and 18 babies. The two girls without children were assigned as assistants to the matron. There was much confusion and discontent among the inmate mothers. This was caused, possibly, by lack of tact on the part of the resident physician and also a general misunderstanding among the mothers. It seems that the resident physician had recently been very active in examining and treating the babies of the inmates.

The babies and mothers in this cottage commingle freely. The advisability of this, particularly for the sake of the babies, is questionable because of the usual prevalence of venereal disease in institutions of this character.

The cleanliness throughout the cottage was satisfactory. The girls were satisfied with everything but the visiting physician's examinations.

Falker Cottage.—There were 20 inmates, and accommodations for two more. One girl was doing what is known as "quiet hours." This time extends from one to four o'clock. There was apparently no work for this girl, although it was stated by the superintendent that she is exceedingly anxious to have every girl who is physically able engage in a reasonable amount of work each day. Sometimes these girls are assigned to darning socks or mowing lawns. There

were two girls under punishment. This consists of confinement in their rooms. They were held responsible for the cleanliness and order of their rooms, and usually spend their time in reading or sewing. One girl had been in her room for two weeks. She does not have opportunity for exercise in the open, or in the cottage. The only physical activity is gained by pacing about in her room. Girls under punishment get reduced rations at breakfast and at supper. The noon meal is the same as that served to all girls. The close confinement without opportunity for exercise in the open is inadvisable, if not inhumane. The cleanliness and order throughout the cottage were satisfactory.

Gaven Cottage.—One girl was under discipline in her room six days, and another girl was doing "quiet hours" in her room. This girl, however, was mending stockings, making it possible for her to pass the time profitably. The girl under punishment does not receive daily exercise. The cleanliness and order in this cottage were also satisfactory.

Boyd Cottage.—Accommodations for 20, with 20 inmates. A colored girl was under discipline in her room for two weeks. In this case, also, no opportunity is given for outdoor exercise, and this particular girl does not go outside of her room. The girls under discipline also lose opportunities for schooling. Cleanliness and order throughout the cottage were satisfactory.

Sprague Cottage.—Eight girls were in their rooms doing "quiet hours." The cleanliness of the cottage was satisfactory.

Hart Cottage.—There were six girls in their rooms doing "quiet hours." This cottage was also clean and orderly.

Honor Cottage.—Has accommodations for 22 and had 21 inmates. Girls are assigned to this cottage when there is a vacancy, and providing they have shown themselves worthy by deportment and general activity for a sufficient period of time while in the other parts of the institution. There are many advantages in living in this cottage. The rooms are equipped with electric light, and are heated. The location of the cottage is superior and is somewhat remote from the other cottages, giving more of a separate and distinct colony effect. The girls are allowed to stay up a little later at night than the others, and after the evening meal are permitted, when the weather is satisfactory, to go out on the grounds. They receive the same kind of food as that served to the other girls.

Hospital Cottage.—There were six patients and one baby. The hospital wards were clean. The kitchen was not clean, as compared with the kitchens in the various cottages. The contagious or isolation section of the hospital was not satisfactorily clean. There was evidence of much dirt and the equipment was not orderly arranged.

The Wasserman test for syphilis has been applied, since April, 1915, only to new girls. The 37 cases tested by Dr. Allen, the present resident physician, indicate 18 as positive and 19 negative. Dr. Allen stated that she follows up the positive cases with treatment and has these cases segregated in the Reception Cottage. Separate eating utensils and other equipment are provided for each girl. It was stated that one matron, receiving extra compensation, has these girls under her constant supervision until there is no further evidence of open lesions. The last Wasserman tests were made shortly prior to April 8, 1915. There are no records available to show that such tests have been made between that date and up to the time that Dr. Allen took charge. Therefore it is reasonable to assume that there are concealed or undetected cases of syphilis and undoubtedly cases of gonorrhea among the girls in the present population.

Dr. Allen stated that cases of gonorrhea which have come to her notice are being treated, and that she has instructed matrons to use every effort to discover other cases. However, no definite examination has been made of the whole population to detect such cases. The present physician has only been at work for a short time, and perhaps will undertake this work. It is of sufficient importance not to be delayed any longer than absolutely necessary.

A matter which deserves serious consideration is the absence of a system of classifying and assigning the inmates of the institution. Assignment of the inmates at present is chiefly on the judgment of the head matron in the Reception Cottage. The absence of a system of classification results in having girls between the ages of 17 and 30, irrespective of character, assigned to the same cottage and therefore coming in close daily contact. There is a separate cottage for girls between the ages of 16 and 17 years. To classify the inmates on the basis of their mental status has been practically impossible heretofore, because no mental tests have been made. It was stated that a representative of the State Board of Charities is soon to visit the institution, and conduct mental tests for all the inmates. When this is completed, there should be available some scientific information as to the girl's mentality and this, together

with the knowledge of her outside record and her age, should make it possible to establish a better system of assignment and classification than now prevails. With the present condition, the feeble-minded, sexual perverses, frequent offenders, accidental offenders, young and old, prostitutes, etc., live together in the various cottages in close contact. The only exception to this is the segregation of some of the girls in the Reception Cottage and also in the Honor Cottage.

Parole.—There is but one parole officer detailed to the institution. In the last annual report, it was stated that there were at times as many as 90 girls on parole, and that because of this large number supervision was very difficult. It should be remembered that in other institutions of this State of a reformatory character the ratio of one parole officer to inmates is often as high as 300. Therefore it would seem that with about 90 girls to one officer, the ratio is somewhat near normal, assuming that 75 persons per officer is a sufficient number for any one person to be responsible for. The inspector endeavored to get from the Superintendent detailed and definite information relative to the parole work of the institution, but was surprised to learn that the only records available in the general office were two letters files, one which contained letters received from some of the girls on parole; and the other, letters from persons who desire to take girls when they are released. It was estimated that about 85 girls were now on parole. It was stated that the parole officer is on a two months' vacation and that she probably has in her possession some information about the parole work. Some of the parole work is now done by the Superintendent and the Marshal. However, it is undoubtedly true that for a period of two months, many of the inmates on parole will not be under proper supervision. In the absence of records in the office, it was impossible to learn just what is being done; that is, how many girls are on parole, how many are making good, how many visits are made, how many reports are received, just what the activities of the parole officer are, the occupations of the girls, how many are working, etc.

In the 1915 annual report of the institution the matter of parole is slightly mentioned, by indicating the total number of girls paroled, and the total number of girls returned. This appears merely in statistical form. There is no other information as to the activities of the parole department; that is, in the matter of placing girls or obtaining employment. No information as to the investigation of homes together with conditions found is given. Perhaps the parole

officer has, as her own personal property, some detailed information. If such is the case it is imperative that a copy of such information be available in the office for general use.

School.—The schools are graded according to the public school curriculum. In connection with the school, gymnastic exercises with drills and dancing are held. The industrial training consists of two classes in plain sewing, one for new girls at the Reception Cottage, and also a dressmaking class. There is also a domestic science class. On a small scale, cane seating, stocking knitting, rug making, basketry and embroidery are taught. Girls are also instructed in laundry work. There is an opportunity in each cottage for girls to gain knowledge of household duties and obtain some knowledge of cooking. A surprising thing is that the schools are closed from July to September, excepting the domestic science course, which is reduced to four weeks. The teachers do not receive pay for the vacation period. The fact that there is no school gives too much free time to the girls, and increases the responsibilities of matrons and assistants. While this phase of the situation is worthy of consideration, the more important thing is that for two months these girls, who in most cases have had no satisfactory opportunity for schooling, are deprived of scholastic training while in the institution. In outside life, school closes for ten weeks, but this is part of a definitely arranged school system covering in our elementary schools eight or nine years. But in the case of this institution school, there are available only 18 months or two years, except in extraordinary cases, to give girls much needed knowledge which they have not been fortunate enough to receive heretofore. With so much time taken out of the system, a splendid chance for instruction is undoubtedly lost. In other institutions of the State, the schools are not closed for so long a period.

On the whole, the institution grounds are very attractive and well kept, particularly in the vicinity of the quadrangle of cottages. One part of the grounds needing much improvement is the vicinity of the gate near the power house. There are here two unsightly conditions — one the presence of much refuse, such as large pieces of tin, tin cans, piano case, bottles, etc., and the other the sewage disposal plant with its broken-down dividing walls, loose bricks, etc.

There are two very commendable improvements which have been recently made. The present Superintendent has arranged to have a dentist visit the institution regularly. In general, the girls' teeth

need treatment. Defective teeth cause much discomfort, bad temper, etc. The other improvement is the treatment of the eyes. In many cases glasses have been provided and changes have been noticed in the general demeanor of these girls.

ALBANY COUNTY PENITENTIARY

INSPECTED APRIL 4, 1916, BY E. R. CASS

Sheriff, James D. Patton

RECOMMENDATIONS

1. The county authorities should obviate the objectionable physical defects of the penitentiary, either by discontinuing the use of the present institution, or by installing a new cellblock and making other modern structural changes.
2. Prisoners under punishment for more than twenty-four hours should have the chance to exercise in the corridors.
3. The hair of prisoners should not be removed, except in cases of unusual uncleanness.
4. The renovation and construction work serves temporarily to employ the inmates. The usual idleness among sentenced prisoners should not be lost sight of by the Board of Supervisors. This idleness is wasteful economically, destructive morally and non-reformatory. The labor of the prisoners should be utilized especially during the late fall and winter months, by preparing stone to be used on the highways, The Board of Supervisors should confer with the Superintendent of State Prisons to determine whether on the basis of an amendment to section 177 of the Prison Law, it would not be possible to revive some of the industries in the penitentiary.

PROGRESS MADE

1. The whitewash has been removed from the interior walls of the cells and also from the outside of the cellblock and a white oil paint used instead. This makes the cellhall more cheerful. In our previous reports the use of whitewash has been criticized.
2. There has been no doubling-up in the cells.
3. To comply with recent legislation for the separation of adults and minors in county penitentiaries, a number of cells on one tier have been reserved for minors. Minors are now also

separated from adults when the various groups of prisoners are assembled in the old shop buildings during the day. The close association between adults and minors in the county penitentiaries prompted the Prison Association to foster legislation in 1916, making it mandatory to separate them.

4. The three punishment cells are now supplied with wooden planks for prisoners to sleep on. Blankets also are now provided. Prisoners under punishment also receive three meals daily and an unlimited supply of water. In our previous report it was recommended that prisoners under punishment receive as much water as they desire. An opening has been made in the wooden doors of the cells permitting much light and air to enter and at the same time providing proper isolation. In our previous report the need for a better supply of light and air was pointed out.

5. A messhall is under construction. This is a much needed improvement and will make it possible to serve food warm.

6. Shower baths are being arranged in one of the old shop buildings. This also, is a commendable improvement.

7. The beds in the cells have been painted white and a new canvas bottom has been supplied for each.

8. Penitentiary prisoners are now exercised in the yard on Sundays, weather permitting. This was recommended in our previous report.

9. The striped uniform has been discontinued. In our previous reports we have recommended that plain gray suits be substituted for the striped uniforms.

10. Since the new sheriff has come into office, the usual daily demoralizing idleness among the prisoners has been somewhat obviated because of the renovation and construction work in the penitentiary sections. On the day of inspection, eleven of the prisoners were employed at painting in the jail and penitentiary. A large number were also employed in the construction of the messhall and in razing part of the old stateshop. The plan of using inmate labor to do the renovation work is very good. Unfortunately, the construction and renovation will serve only as a temporary means of utilizing the labor of the penitentiary inmates.

GENERAL REPORT

Population at the time of inspection, 226 males and 6 females. Five of the males were minors.

As pointed out in our previous report, the penitentiary was constructed about 60 years ago, and its cellblock and cells are antiquated. The cells are not equipped with toilet or washing accommodations, and there is no satisfactory means of ventilation from the rear of the cells. The use of the bucket system presents a deplorable condition.

It was gratifying to note that many changes and improvements were taking place.

ERIE COUNTY PENITENTIARY, BUFFALO

INSPECTED FEBRUARY 11, 1916, BY E. R. CASS

The penitentiary is under the supervision of the Commissioner of Charities and Correction, William Hunt. The superintendent is H. M. Kaiser.

RECOMMENDATIONS

1. Blankets should be aired in the yard once a week.
2. The buckets used in the cells of the south wing should be aired in the yard frequently.
3. A medical examination should be made of all prisoners upon admission. Prisoners suffering from a venereal disease or from other contagious ailments should be segregated.
4. Prisoners should be further examined by the doctor before they are doubled-up in cells. In assigning two prisoners to a cell, the law which prohibits the keeping of adults and minors together should be strictly observed.
5. Prisoners held in the punishment cells should be supplied with a blanket at night.
6. The black paint on the side walls of the punishment cells should be removed and a light colored paint applied.
7. Prisoners under punishment should receive three meals a day and an unlimited amount of water instead of only bread and water every twelve hours. The three meals recommended need not necessarily be the regular rations. However, the noon day meal should be at least a reduced quantity of the regular ration and the other two meals should be of bread and water.
8. Prisoners under punishment in the isolation cells for more than twenty-four hours should be visited by the physician, and should also be given adequate opportunity for exercise.
9. The record of punishments should be kept up-to-date and not permitted to run months behind.

10. The county penitentiary should be removed from its present site in the city to a site somewhere outside of the city limits. More land should not be purchased near the present farm site at Wende unless it is definitely determined beforehand by agricultural experts that the quality of soil of the prospective purchase is superior to that on the original Wende farm tract now owned by the county.

PROGRESS MADE

1. The screened cells in the old south wing have been abolished. Prisoners are now kept under discipline, either in their own cells or in one of the six solitary cells in a small room off the south wing. In our previous reports, the use of the screened cells was condemned and their abolition urged.
2. Prisoners in the west hall are now assembled at the tables before their food is served. This enables them to have the food-stuff served warm, directly from the kitchen. A recommendation to this effect was made at the time of the February 1916 inspection.

GENERAL REPORT

The population at the time of inspection numbered 621 males, 24 females, 139 males on the county farm and 10 males at the county home. The above population, according to age, was as follows: Between 16 and 21 years, 91 males, no females; between 21 and 30 years, 231 males, 11 females; between 30 and 50 years, 331 males, 12 females; between 50 and 60 years, 77 males, 1 female; over 60 years, 40 males.

Of the total population there were 426 males assigned to employment either in the penitentiary or at the county farm, and 24 females employed in the penitentiary.

In the old or south wing which constitutes the original part of the penitentiary, there were 250 men assigned, making it necessary to double-up in twenty-three of the cells. Upon admission, the men go to the receiving room, are bathed and shaved and supplied with prison clothing. Prisoners sentenced for less than thirty days go to the south hall and those sentenced for more than thirty days go to the west hall. There is no medical examination before the prisoner is permanently assigned to a cell. It was stated that the doctor would not see or examine a man assigned to the south hall unless the man complained of being sick or was reported by one of the keepers. It was further stated that there is no medical examination

made of the prisoners before they are doubled-up in the cells. The doubling-up in the cells is done by the receiving clerk.

The screened cells in the old wing, formerly used as punishment cells, have been abandoned. However, there is one screened cell still retained, but to the best of the inspector's knowledge this is still and always has been used to store brooms, mops, etc. Prisoners under punishment are now kept in their cells, or are sent to the isolation cells.

There are six isolation cells. These are located in a separate room west of the south end of the south hall. The cells are of the stone-vault type, and are painted black in the interior. They are furnished with the regular door. The equipment of the cell consists of a wooden board on which the prisoner is to sleep. No blankets are supplied. There is only one window at the end of the room through which light and air can enter. The small ventilators in the rear of the cells are useless. Prisoners under punishment receive one-half pint of water and a large slice of bread every twelve hours. The quantity of water is decidedly inadequate. One of the important benefits derived from drinking water is the internal cleansing of the body. Therefore, water is an absolute necessity and its use should not in the least be curtailed. If it is the design to punish prisoners by inflicting serious bodily harm, the practice is deserving of severe condemnation. It should be realized that a prisoner requiring frequent isolation is usually one worthy of special study and treatment. Therefore, in such cases, the elimination of water and the deprivation of light and air are inhumane, and reflects on the intelligence of the administration and indicates callousness toward human feelings. Complete isolation in this room is not possible, because there is no partition in the corridor separating each cell; thus, a prisoner confined in one cell can very easily converse with another prisoner. This system is not satisfactory. Prisoners under punishment should be kept in complete isolation, and should also be kept in quarters abundantly supplied with fresh air and natural light.

During the day the buckets are kept in the cells in the south wing. The bucket system is very insanitary and the condition is rendered more serious when they are not put out for a certain period each day to be aired. It was stated that the plan of putting them out in the yard for a period each day was not at all practicable, inasmuch as many of the south hall prisoners remained in the hall all day and must use the buckets in their cells. The cellblock in the south wing has been thoroughly scrubbed and the appearance is much improved.

The iron work of the cells which are in the west wing has recently been painted a pea green. The living accommodations for the prisoners in this section are far superior to those in any other part of the penitentiary. The cells are equipped with iron hinged beds, running water and modern toilet facilities.

The usual complaint was again made by the prisoners relative to the food being served cold. It was stated by the inmates that the food is set on the tables in the central corridor of this section at about 11:30 and the men do not get to the tables until about 11:55. The count is taken while the men are in the shops and before they are marched to the messhall. This sometimes causes a delay in going to dinner. The opinion of the men relative to the food varied. Some said it was fair, others said it was good, and in about five cases, it was condemned.

Clean sheets and pillow-cases are supplied every Monday morning, and on Wednesday mornings a mattress cover. Blankets are not aired in the open but are kept on the beds. Many of the prisoners were of the opinion that it would be well to let each prisoner take his blanket out into the yard once a week and give it a good shaking.

It was quite evident that the keeper in charge of the receiving room earnestly endeavors to perform his work satisfactorily. Shower-baths are available for bathing. Each prisoner's clothing is sprayed with disinfectant and placed in a bag until a few days before his release when it is cleaned and pressed. Instead of spraying the clothing with disinfectant, it would be well to install a fumigating apparatus similar to the one which is in the Erie County Lodging House.

The women are assigned to temporary quarters because the grand jury prisoners and court prisoners who would ordinarily be in the county jail are now detained in the female section of the penitentiary. The temporary women's quarters were satisfactorily clean.

The punishment records beginning January, 1915 to date are as follows for each month: January, 4 men in solitary cells; February, none; March one; April 8; May (1st to 11th) 3; May 11th to date of this inspection, no entries have been made in the record book, and it was stated by the clerk that he has not had an opportunity to do so. Records of punishment are very important and should be kept up to date. They surely should not be at least seven months behind. The records show that the prisoners are kept in the cells usually from two to four days.

In the fall of 1915, penitentiary labor was utilized in the construction of highways in the county. The following is a copy of the Superintendent of Highways' communication sent to the Board of Supervisors:

BUFFALO, N. Y., September 28, 1915.

To the Honorable the Board of Supervisors, Erie County, New York:

GENTLEMEN.—Pursuant to resolution of Mr. Flore, requesting information regarding the cost of the Tonawanda Creek Road which is being built by convict labor, I submit the following:

The cost for labor, materials and boat hire, as detailed in a report of the Highway Officials Committee, submitted under even date to your honorable body, was.....	\$1,282 59
In addition to this might reasonably be added as the cost of said work the expense of three extra guards, amounting to.....	161 70
And 1,349 days of convict labor at 10 cents per day.....	134 90

Making the total cost of the entire work to date..... \$1,579 19

For this amount there has been completed approximately four-tenths of a mile of road, which would make an average cost per mile of \$3,948. Assuming that there is still 10 per cent. of the work to be done in trimming shoulders and for ditching, would make the average cost per mile \$4,400. It is rather difficult at so early a date to give an accurate estimate of the cost per mile, but there appears to be no reason why this work cannot be carried on at ratio mentioned, throughout its entire length.

The work thus far done has been especially satisfactory and a very durable road is being built. The road, when completed will supply a connecting link for five State roads already constructed, and will be of considerable value to the farmers in the northern part of Erie County who market their produce in the city of Tonawanda. It will also be a most desirable automobile road, for the motorists in Buffalo and vicinity.

At the time of a previous inspection two prisoners had been found in small dark punishment cells designed for the accommodation of only one prisoner. A keeper was found with a rubber hose club in his hand while supervising the boys under exercise. A colored woman was found to have been in a cell for several days without exercise, etc. At the time of this inspection a prisoner complained of being brutally treated at the hands of the Superintendent and one of the keepers. This would seem to indicate that inhuman means are sometimes used in dealing with the inmates. A prisoner told the inspector that he was confined in an isolation cell for eight days, that before he was placed in the cell he was blackjacked by two of the officials. The prisoner showed scars on his chest and two on the back of his left hand. His story was that he had been wrongly accused; but despite that was willing to undergo punishment. He

stated that he was beaten before he was placed in the isolation cell. He further stated that he offered no resistance before being placed in the cell and made no threats.

The stories of Messrs. Kaiser and Elliott, and Keeper Lemme, who was a witness, are in substance, as follows:

Prisoner X caused much disturbance, because he was anxious to play the part of a bully and show his fellow prisoners what a great fellow he could be. One day while exercising in the yard he broke out of line without permission and went into the hospital and very brutally assaulted a fellow-prisoner. Later, he was brought by Mr. Elliott to the south hall and the principal keeper ordered that he be placed in the isolation cell.

The story is that he informed the principal keeper that he would go to the morgue before they could put him in the isolation cell. Upon his further refusal to enter the cell peacefully, the superintendent was summoned and being of the opinion that there was much disturbance in the south hall, he placed his blackjack in the back pocket of his trousers. His story is to the effect that when he entered the hall he walked over to prisoner X and said, taking him by the arm: "Prisoner X, why don't you take your medicine?" It then seems that prisoner X attempted to strike Mr. Kaiser and at this point Keeper Elliott admits that he struck prisoner X several blows. The scars on the prisoner's chest and on the back of his hand were caused by the heavy diamond ring on Mr. Elliott's finger. Mr. Kaiser emphatically denies that he used the blackjack on the prisoner and he is corroborated in this statement by Keepers Lemme and Elliott.

The inspector was very much impressed by the testimony of Mr. Lemme and therefore does not feel that the blackjack was used. However, it would seem that all this confusion could have been avoided if at the beginning several strong keepers had been summoned and had forced the prisoner into the isolation cell without resorting to blows.

ERIE COUNTY PENITENTIARY FARM, WENDE

INSPECTED JUNE 28, 1916, BY E. R. CASS

The Erie County farm is operated in conjunction with the County Penitentiary, and is under the direct supervision of Commissioner of Charities and Correction, William Hunt.

RECOMMENDATIONS

1. The County Board of Supervisors should authorize the removal to the farm site of the Penitentiary now located in the city. Definite plans should now be made, determining just how the land is to be used with respect to the location of buildings, and the type of buildings to be erected.
2. The employment of the prisoners for the future should be definitely planned now. After the construction work is completed, farm work will be the only means of employment, and this will be only seasonal work. Industries must be installed and further developed than they are in the present penitentiary to make available work for the population, usually at its maximum during the winter months.
3. It is important that some changes be made in the manner of handling the laundry of prisoners at the farm. It is the custom in most institutions to supply each inmate with two sets of underwear, each of which is numbered so that after the underwear is washed each prisoner receives his own underwear. It is strongly recommended that such a system be used not only at the Penitentiary but also at the farm.

GENERAL REPORT

Prisoners from the Penitentiary were first sent to the farm in March, 1914, and since then the development of the farm land and the construction of buildings have progressed. In the beginning the "separate farm" movement did not have the full support of the county authorities; but since its inception, the merits of this system, as contrasted with the unsatisfactory penitentiary conditions, have completely reconciled the county authorities to the movement.

The population at the farm has varied from 75 to 140. The latter was the census on the day of inspection. In the course of two years, 64 prisoners have escaped from the farm; all but 11 of these have since been apprehended. Many of the men returned of their own accord. Prisoners who escape, and are later apprehended, are returned to the farm and brought before a justice of the peace in the town of Wendé, and are usually given an additional sentence varying from 30 to 150 days. In most instances, also, these men are not permitted to serve the remainder of their sentence under the healthful and rejuvenating influences of the Penitentiary farm.

The men are housed in bunk houses, some of which are the original farm houses. A large shack has also been recently con-

structed. The men are provided with comfortable beds, most of which were made from secondhand iron pipe, brought from the Penitentiary. Each bed is provided with a mattress, blanket, sheets and a pillow case. Each bed was made up, and it was evident that strict precautions are taken to keep them clean and free from vermin. The bunk houses are protected against fire by extinguishers located at convenient places.

The dormitory building, though under construction for some time, is now nearing completion. All the work on this structure has been done by the inmates, under the supervision of the keepers who really act more in the capacity of instructors. They work together with the men, and perhaps in some cases work harder than the men. This phase, particularly, is quite different from the usual role which the keeper plays. The result is that the keeper not only helps himself physically and also obtains much knowledge relative to construction work, farming, etc., but at the same time comes in closer personal contact with the inmates.

It is to be hoped that the dormitory building will be available for use in the course of two or three months. This building will accommodate approximately 150 prisoners. There will be provided modern bathing facilities, receiving quarters, and lockers for prisoners' clothing. With the use of this building, it will be possible to receive more men at the farm, thus further relieving the undesirable conditions at the Penitentiary.

A splendid condition of cleanliness prevailed in the bunk houses and on the grounds of the institution; also in the messhall and in the kitchen. A fine feeling exists on the part of the inmates toward their treatment at the hands of the authorities and the keepers. This sentiment was voiced without coaxing or prompting, and there was not the usual effort to exaggerate in order to curry favor; but on the contrary much modesty and apparent sincerity. The prisoners are well provided with fresh food of good variety. The character of food is superior to that which is provided at the Penitentiary. This difference is justly made because of the fact that the men at the farm are engaged in laborious work, and because of their earnest efforts. After working hours, and on Saturday afternoons and Sundays, the men are allowed the free use of the grounds within certain limits.

During the day, the staff consists of 6 keepers. Every night three of these go to their homes, and the remainder stay at the farm. When the remaining three are asleep, the entire population is under the supervision of one watchman who is instructed to make hourly

rounds. The guards or instructors are not armed with clubs, black-jacks or revolvers. There would be no possible way for this small group of guards to hold under control the 140 men if they decided to escape in large numbers or run things for a short time to suit themselves. However, the spirit is such that there has been no evidence of such a danger.

At the time of the inspection, the following information regarding the agricultural activities was taken from the records:

26½	acres of oats planted.
800	tomato plants in the ground.
3	bushels of onions planted.
¾	of a bushel of sweet corn planted.
2	pounds of carrots planted.
3½	pounds of beets planted.
2	pounds of turnips planted.
8	acres of silo corn planted.
5018	cabbage plants planted.
111	bushels of potatoes planted.
12	acres of hay planted.
13	acres of rye planted.
15	acres of winter wheat planted.

The farm land is constantly undergoing improvement by the installation of irrigating tile. The tile was manufactured during the winter by the inmates. The Penitentiary farm not only represents much progress in the manner of dealing with prisoners, but also demonstrates that with such a system the inmates, instead of being a dead load to the county taxpayers, can be made to some extent self-supporting units. The County Jail, the Penitentiary, the County Lodging House and the County Poor House are supplied with pork, beef, eggs, milk, poultry and vegetables from the farm. So far this year it has been necessary to purchase only potatoes as foodstuff for the prisoners on the farm.

Milk is sent to the creamery and in return butter is given. The prisoners are liberally supplied with butter. This, to be sure, is unusual in the dietary of prison inmates. The live stock on the farm is as follows:

51	head of cattle.	27	sucklings.
2,010	chickens.	300	ducks.
6	turkeys.	11	horses.
25	pigs.	2	colts.

A piggery constructed by inmate labor and recently completed is one of the best in the State. It is so well thought of that the State

Superintendent of Prisons has asked for plans of it so that a similar one can be constructed at Great Meadow Prison.

The following shows the distribution of the population with respect to labor:

- 40 men on the farm. This includes care of livestock and land.
- 15 men on construction of bridges, painting, building, chicken coops and repairing.
- 25 men tiling.
- 2 men barbers.
- 1 tailor.
- 1 porter.
- 10 kitchen men.
- 10 men caring for chickens.
- 11 utility men.
- 25 on the dormitory building.

MONROE COUNTY PENITENTIARY, ROCHESTER

INSPECTED JUNE 24, 1916, BY E. R. CASS

Superintendent, William H. Craig, who is responsible to the Board of Supervisors of Monroe County.

RECOMMENDATIONS

1. There are two possible ways by which the authorities can establish employment that will give a reasonable amount of work for the Penitentiary all the year round.

- (a) The revival of the industries, provided satisfactory arrangements can be made with the State Prison Department so that the product of these industries can be disposed of, through the Prison Department, to the various institutions of the State. Recent legislation makes this possible. County and State officials should get together on this.
- (b) Following the example of Onondaga and Erie counties, by employing prisoners on the highways, which means that during the winter months the prisoners can prepare material for the roads. Unfortunately, there is no quarry land available in Monroe County, though in some of the districts not far from the Penitentiary there are stonewall fences which could be removed and the stone used to advantage on the roads.

2. An indeterminate sentence law should be put into operation for the Monroe County Penitentiary. This will do away with the five and ten-day recidivist, and eliminate many of the old and feeble men who are really county almhouse cases. Until some such change is made, together with sufficient employment, the Penitentiary will seldom, if ever, serve as a corrective agent.

3. Prisoners assembled in the reading rooms during the day should be allowed at least one hour of free conversation.

4. Immediate provisions should be made for the separate detention of minors in shop halls during the day, in compliance with the law, and also for their assignment to a separate tier in the cell house.

5. Dark cells in any form should not be used and should be abolished. Solitary confinement in light cells can be used as an effective means of discipline.

6. Prisoners who do not work outdoors should be allowed to exercise in the yard at least once daily, and those who do not work outdoors or indoors should be allowed to exercise twice daily. All prisoners should be allowed to exercise in the yard on Sunday afternoons, to break up the long dismal hours in the small cells.

7. A prison physician should visit the institution once daily and should thoroughly examine all new inmates. The principal keeper should not be burdened with the responsibility of examining new inmates and caring for the sick, even in their minor ailments. Work of this kind is for a man trained in medicine.

8. A record should be kept of prisoners who are placed under punishment in the cells. This record should indicate when the prisoner was put in, the reason for such action, and when released.

9. An electric power mixer should be installed in the bakery.

PROGRESS MADE*

1. Some effort is being made to engage the services of a Bertillon clerk and thus relieve the engineer who is doing that work. Recommendations to this effect have been made in our previous reports.

* Subsequent to a conference held at the Penitentiary on February 2, 1917 between the Superintendent of the Penitentiary and a representative of the Prison Association, the Superintendent, in a written statement submitted to

2. The use of the ball and chain has been discontinued. This is in accordance with our recommendations.

3. A special house has been constructed in which the buckets are kept. This house has an open roof which allows plenty of air and sunshine to come in direct contact with the interior of the buckets.

GENERAL REPORT

Population at the time of inspection numbered 237 men, 16 women, 4 minor males.

The usual highly satisfactory condition of cleanliness prevailed in every part of the institution.

There are two serious criticisms with respect to the administration of this penitentiary. One is the absence of sufficient employment for the inmates, a condition resulting in demoralizing idleness. The other is the "silent" system in the shop buildings during the day, which is further aggravated by a long period of incarceration from about 2 p. m. every Sunday until 7 o'clock Monday morning. At this time of the year, when there are about one-third of the usual number of prisoners confined, the condition of enforced idleness does not strongly appear. For instance, on the day of inspection there were very few prisoners sitting in the shop buildings, whereas in the fall, winter and spring, these rooms are well filled with men

the representative, pledged himself to carry out certain suggestions and recommendations made in our previous reports. These are as follows:

1. The inmates will be permitted to engage in free conversation while they are seated in the old shop buildings, one hour in the forenoon and a similar period in the afternoon.

2. The law relative to the separation of adults and minors will be complied with by placing the minors in a separate group in one part of the room, or, if there are a sufficient number, in a separate room. Minors are kept on a separate gallery at night.

3. The Superintendent frankly stated that the dungeon cells have been used only twice since July 1, 1916. He also stated that he is in favor of having these cells entirely abolished or so improved as to make them more habitable.

4. Beginning Sunday, February 4, 1917, prisoners will be permitted to exercise in the cellhalls, one gallery at a time, for a period not less than forty-five minutes. This is to be done in the afternoon.

Also in accordance with our recommendations, prisoners assigned to the shop buildings, instead of sitting through the long hours of the day without exercise, are permitted to exercise twice daily in the shop buildings during cold and inclement weather, and at other times outdoors.

sitting in almost complete silence except when they converse after obtaining permission.

About 100 inmates were employed at farm work on the ground adjacent to the institution, and also on land some distance from it. There were about 90 men assigned to work in the institution. The remainder were sick, and others were idle for lack of work or because of physical inability. In other words, with a population of about 200, a reasonable amount of work can be given to the men at this season of the year; but during the other seasons there is nothing to do except to keep the various parts of the institution clean, shovel snow, care for horses, cattle, etc.

A serious handicap to the solution of the problem of unemployment among the prisoners arises from the large number of 5, 10 and 15-day men who are sent from the city of Rochester. Most of these men are recidivists, having served from two to almost innumerable sentences. The condition as described by the Superintendent is undoubtedly parallel to that which existed in the New York City Workhouse prior to the beginning of the indeterminate sentence law, and the establishment of a Parole Commission. These short-term prisoners are figuratively, dead units to the institution. They are received after having been on a debauch for days or weeks and are physically unable, almost without exception for many days, sometimes for their whole period of sentence, to do anything. They are not only useless so far as employment goes, but they are also the most troublesome cases of discipline, chiefly because they know their sentences are short. This whole condition could be changed if the City of Rochester would establish a parole commission and apply an indeterminate sentence law to its penitentiary and hold prisoners for a maximum term of 3 years. For inmates of the New York City Workhouse, two convictions within a year are necessary, but in the case of the New York County Penitentiary, every prisoner sentenced thereto is included in the present law, excepting those who are sent to the Penitentiary instead of to a State Prison. Such a Parole Board determines at what time each prisoner sentenced under the indeterminate sentence law is to be released. This system does away with the troublesome and frequent short sentences, which have been characterized by a justice in Rochester as the "loop the loop" system. Under the law in question it is possible to hold prisoners not longer than 3 years, and yet sufficiently long to give them medical treatment if necessary, and industrial opportunity and training.

The reason for the enforced silence, as given by the Superintendent, is that it is necessary to preserve discipline in the shop rooms when so many prisoners are congregated. It has been recommended in our previous reports, and in correspondence with the Superintendent, that the rigidity of this system be abolished and that at frequent intervals, more liberal and freer conversation be permitted. Silence in these halls is so characteristic of this institution that it is spoken of by prisoners and ex-inmates as the "Deaf and Dumb Asylum." It is an indisputable fact that idleness leads to mental, moral and physical deterioration, and this serious and abnormal condition, when aggravated by a greatly restricted freedom of conversation, makes a situation which seems sufficient to drive one insane, and is conducive to vice. The silent system is not found even in our State prisons, county jails and reformatories. It is undoubtedly due in some degree to overcautiousness on the part of the administration. However, its continuance should not be tolerated.

Sunday is looked upon by the prisoners with horror. It means most of the day in the cell; that is, during the morning the close confinement is broken up by going to the messhall, and to church service, but from two o'clock in the afternoon until Monday morning, all the inmates are locked in their stone vault-like cells with nothing to do but sleep or read. It is said that some of the men are glad to sleep. However, this is due to the physical inactivity which destroys the mental and physical stimulus and thus produces an unnatural torpor. While there is no definite way of determining except by stories told by ex-inmates and the older inmates of our State prisons, much immorality and vice is caused by such unnatural conditions. To be herded in the halls during the day with nothing to do is bad enough, but to be kept in the small confines of the cells for so long without even an opportunity to exchange glances with a person, is something which cannot be endured without serious results. This system often in this institution causes yelling and shouting and other kinds of disorder in the cells. The inspector recalls having visited the institution and finding several prisoners under discipline because they were yelling and shouting during the previous Sunday. The Superintendent states that he would like to give the men exercise on Sunday afternoons to break the long period between 2 o'clock on Sunday and 7 o'clock Monday morning; but with a staff of 8 keepers reduced to only 4, he does not see his way clear. However, even with 4 keepers it seems that it would be possible to take small num-

bers at a time out in the yard for exercise. With 3 keepers in the yard and one in the cellhouse, while all but the prisoners exercising are under lock and key, would seem sufficient to make possible this much needed change.

As stated in a previous report, two forms of punishment cells are in use. The light punishment cells in the old cell hall are regular cells with solid wooden doors in front of the iron bar work. At the top of the wooden door, holes are bored to admit a small amount of light. While these cells are not so adequately lighted and ventilated as similar cells in other penitentiaries, still they are more desirable for use than the dungeon cells located in the basement. At the time of a previous inspection report, these dungeon cells were described, and it was urged that they be removed. However, this has not been done, but it was stated that the cells are not used. The inspector heard from an inmate in a nearby county jail, that a man had been placed in one of these cells some time previous to the day of inspection. When the inspector made inquiry he was informed that a man, who had become temporarily mentally deranged, had been placed in one of the dark cells with a trusty for safe-keeping, also to prevent his disturbing the other prisoners in the cellhalls who loudly protested against the noise made by the prisoner in question. These cells are cold and damp and totally dark when the doors are closed.

Inasmuch as the absence of light and air and the presence of a cold atmosphere and dampness are improper as a means of discipline, the cells should be completely abolished.

The requirements of the new law relating to the separation of minors were not carried out. The Superintendent stated that he is in full sympathy with the law, and is planning to have partitions constructed so as to separate completely adults and minors in compliance with the law.

A Bertillon clerk and finger print expert is sought by the Superintendent, who has been informed that there is no civil service eligible list. He has asked to be allowed to use a man familiar with finger printing also as a keeper. There is not sufficient work of this character to keep one man busy all day.

There is no resident physician. Most of the pains and aches of the inmates are taken care of by the deputy to the best of his ability. No examination is made of new prisoners by the physician, who comes to the institution only when called.

There is no record kept of the number of men placed in the coolers or punishment cells, so it is not possible to tell how often the cells are used or how long prisoners are kept in them.

A very fine oven is now in use in the bakery and there is evidence that a good quality of bread is made. However, the equipment would be made more modern and sanitary if a bread-mixing power machine were installed.

ONONDAGA COUNTY PENITENTIARY, JAMESVILLE

INSPECTED FEBRUARY 29, 1916, BY E. R. CASS

The Superintendent is John S. Markell.

RECOMMENDATIONS

1. Minors and adults should not be permitted to commingle in the jail section of the Penitentiary. This is contrary to law. Accommodations can be made for minors by using some of the cells now reserved for civil prisoners.
2. Prisoners in the jail section should have a chance to exercise daily either in the large corridor of the section or in the yard. If it is thought advisable to keep the hardened offenders separate from first offenders, these groups of prisoners should exercise at different times. But to omit the exercise in order to keep the groups separate, is unjust and unnecessary.
3. Jail prisoners should be permitted to use knives and forks so that they can eat their meals as human beings are expected to. The fear that they will do themselves bodily harm or effect an escape by using the knives or forks, is held too seriously by the officials. The Penitentiary prisoners in this institution are permitted to use knives and forks. These are carefully collected after each meal, and there is no good reason why the same cannot be done with the jail prisoners. In the State prisons inmates are permitted to use knives and forks, which are carefully collected after each meal.
4. Decent pictures to decorate the interior of cells provided they are not pasted on the side walls are not undesirable; but certain types of pictures should be omitted as cell decorations.
5. School instruction should be provided for minors in the Penitentiary.
6. The practice of removing the hair from the head of every man sentenced to the Penitentiary should be discontinued. This is not done in our State prisons or other county penitentiaries. Where for sanitary reasons it is necessary there is no objection. This does not apply to every man brought into the institution.

7. Shaving brushes should be more frequently distributed and in larger numbers. A brush should not be used until it is almost entirely worn. The keeper on duty in the region of the barber cells should see that the barbers frequently and carefully wash the cups and brushes.
8. Men assigned to do barber work or to work in the kitchen should be first examined by the physician to determine whether there is any danger from venereal diseases, etc.

GENERAL REPORT

Population at the time of inspection numbered 412 men. There were also in the jail section 21 men and 18 women. The buildings and equipment of this penitentiary are superior to any of the other four county penitentiaries in the State and rank second, so far as prison structure is concerned, only to Great Meadow State prison. Fortunately, there is not the usual evidence of deplorable idleness among the sentenced prisoners in this penitentiary. There is much work all the year round for prisoners on a large quarry, on a farm and on the highways in the county. Although the evil of idleness has not prevailed in this institution, the treatment of the inmates has been such as to warrant severe criticism in our previous reports. Our points of criticism were first taken up with the Superintendent who, apparently, was indifferent to all suggestions. They were also presented to the Board of Supervisors of the County and made available for the newspapers. Nevertheless with all this procedure, practically no progress was made until, subsequent to this inspection, a formal complaint was made by the Prison Association to the State Prison Commission. On the basis of this complaint, that body made an official investigation of the conditions at the Penitentiary. The following are the six matters brought to the attention of the Prison Commission:

1. The classification and separation of prisoners as required by Section 92 of the County Laws is unobserved. In the part of the penitentiary known as the jail section, minors and adults freely commingle in the corridors and are sometimes assigned to the same cell. No discretion is used to safeguard the young boys. Prisoners are placed two in a cell on the lower tier when it is unnecessary. For instance, at the time of an inspection on April 26, 1915, two prisoners were assigned to the same cell on the lower tier, and on the upper tier 14 cells were unoccupied. This serious condition can be remedied, either by reconstructing part of the present section, or by assigning the boys to the two sections now reserved for occasional

civil prisoners. Aside from the unsatisfactory commingling of the old and young, all of the grand jury prisoners are held in close confinement. No opportunity is given to them to have outdoor exercise in the large penitentiary yards.

2. **Dungeon Room.**—The dungeon room is located on one side of the west wing, about eight or nine feet below the ground level. The room is quite large, and contains eight steel cells painted black. The cells are equipped with an iron hinged bed and lavatory facilities. On the one side there are four very small openings for ventilation. However, these are faced on the inside by pieces of wood which obstruct what little light might enter the room. There is also a ventilating system at the rear of each cell. When a prisoner is placed in one of these cells, he is not provided with special clothing, no mattress is placed on the bed, and a blanket is provided only when in the opinion of the guard the room is too cold. One slice of bread about an inch thick and six inches square is the only food given to the prisoners every 24 hours (the prisoners say that it is thrown to them). The water supply is unlimited, because there is a faucet in the cell. When a prisoner is in the room it is pitch-dark, and the atmosphere is intolerable when the iron door at the one end of the room is closed. The official records show that in January, 1915, 11 men were placed in the dungeon room; in February, 9; in March, 3 and in April, 7. Two young lads stated that they had each been kept in the dungeon room 4 days and that when they were permitted to leave were both ill and temporarily dazed. Prisoners under punishment in this dungeon room are not visited daily by a physician and are not permitted to have daily exercise in the corridor.

3. **Striped Uniforms.**—The striped uniform is still used at this institution. Erie, Albany, Monroe and New York County Penitentiaries are discontinuing striped uniforms.

4. **Chains.**—Prisoners who have attempted to escape are dealt with severely in this institution. A heavy iron chain, about five feet long, weighing about 20 pounds and made up of large links, is rivetted to the leg of the offender. Naturally this becomes part of each man until he is released. He must move about with it all day and even wear it to bed at night. On February 29, 1916, 7 men were wearing these chains. Not only is this a degrading means of punishment but it is also responsible for much unnecessary physical discomfort and hardship. In Broome and Monroe Counties the ball and chain is occasionally used. However, in both instances, the weight of the chain is comparatively light, so that less discomfort is

experienced. Furthermore, in the other counties mentioned the chains are not rivetted to the leg of the man, and are removed when he enters his cell at night. Considering the character of the chain and the way it is used, Onondaga County stands alone with respect to this crude and inhumane form of discipline. There is no reason why these men, who cannot be trusted on the outside, should not be assigned to work on the inside of the institution and under strict supervision.

5. Another antiquated form of punishment is the practice of making a man stand out in the corridor on a crack in the floor, and face in the direction of the side wall. On February 29, 1916 a colored man was under such punishment, and very likely would remain there for the whole afternoon. On a previous occasion he underwent the same punishment for one day and a case was cited by the keeper, who said that a man had stood for three successive days from the beginning of the daily routine until about six o'clock each day. There seems little doubt that any man who would rather stand for such a long period in preference to doing some work, must be to some extent defective.

6. **Food.**—It is not unusual while inspecting institutions to find some of the prisoners complaining about the food. However, in the case of the Onondaga County penitentiary, the complaints are of such an unusual character and so numerous, that surely they must be justified to some extent. The men receive no tea or coffee. The criticism seems to be more in respect to the quality of the food. It was said by most of the prisoners that the quantity was sufficient. The gravies served were described by some of the prisoners as nauseating and possessing a queer taste. A peculiar drink, known as a cereal, is also served to the prisoners. The bread is soggy and forms a pasty mass in one's mouth. At the time of a previous inspection, it was necessary to ask the man in charge of the kitchen to instruct the kitchen men to remove from a large container, many decayed and badly bruised potatoes.

The following are the results of the investigation referred to:

1. The practice of rivetting long chains on the legs of prisoners has been discontinued.
2. Plain gray uniforms are gradually being substituted for the striped uniforms.
3. The dungeon room has been renovated and repainted, thereby removing all the heretofore undesirable features.
4. Prisoners are permitted to talk in the messhall.

5. A set of rules has been provided for each cell.
6. The Superintendent has resigned.
7. The former punishment which compelled prisoners to stand on a crack on the floor is gradually being done away with.

Further significant progress made is the painting of the cellblock in the west wing as suggested in our annual report, and also the changing of the salaries of keepers.

ALBANY COUNTY JAIL

INSPECTED APRIL 4, 1916, BY E. R. CASS

Newly elected sheriff, James D. Patton. He is assisted in the jail by a jailer and four keepers who work on eight-hour shifts.

RECOMMENDATIONS

1. A new jail, built along modern lines to provide healthful living quarters, better means for classification and separation of prisoners, especially minors, should be built on the outskirts of the city of Albany. Farmland should also be available for the employment of prisoners.

2. The inmates of the jail should be exercised in the penitentiary yard. The doorway on the north side of the jail will greatly facilitate the safe transfer of the prisoners from the jail to the yard.

3. The county authorities should purchase from the Prison Department the necessary clothing, such as shoes, underwear and socks, which should be distributed among the prisoners with discretion, especially at the time of their release.

4. If it is possible, a part of the present jail structure should be reserved as receiving quarters. Here the prisoners should be made to bathe thoroughly; and their clothes should be fumigated and stored away until the time of their release. While serving sentence the prisoners should be provided with overalls and jumpers. Something should be done along these lines to exterminate the vermin.

PROGRESS MADE

1. The whitewash has been removed from the interior walls of the cells, and white oil paint is used instead. In our previous reports the use of whitewash for the cells was condemned.

2. A new hot water boiler and heating apparatus has been installed in the section reserved for prisoners serving sentence. This increases the supply of hot water, and makes frequent bathing possible.

3. Arrangements are being made to have the jail prisoners take their meals in the penitentiary messhall. This is a commendable change.

4. When the shower baths have been installed in the old penitentiary shop building the jail prisoners should be taken there to bathe. It is also planned to make better provision for the receiving of prisoners. There will very likely be a fumigating apparatus for the cleansing of clothes and uniforms will be provided for the prisoners while in the jail.

5. One keeper has been added to the jail staff; his particular duty is to look after the cleanliness of the jail. The inadequate staff, especially during the day, has been mentioned in our previous reports.

6. The beds have been painted white.

GENERAL REPORT

Population at the time of inspection numbered 56, classified as follows:

Adult males serving sentence.....	30
Adult males for examination.....	5
Adult males held for grand jury.....	14
Minor males awaiting grand jury.....	2
Chinamen awaiting action of the Federal authorities.....	5

The Federal prisoners have been held now for more than a year. This seems an unnecessary hardship.

The county jail and penitentiary are located in practically the same building. The jail section is in the south end wing. The cells are of the small vault-like type with inadequate ventilation and equipment. So far as the cell construction and equipment are concerned, this jail compares most unfavorably with most of the jails in this State.

It was gratifying to note at the time of this inspection that the new sheriff was making extensive changes throughout the jail. This applied not only to a thorough cleaning up of the cells, cellblock, corridor, etc., but also to the attitude of the jail officers toward their work.

ALLEGANY COUNTY JAIL, BELMONT

INSPECTED JUNE 29, 1916, BY E. R. CASS

Sheriff newly elected, J. W. Weir.

RECOMMENDATIONS

1. Minors and adults should always be separated; also prisoners serving sentence from those awaiting the action of the Grand Jury, or awaiting trial.
2. Further development of the jail vegetable garden is strongly urged. The merits of a jail farm are being continually demonstrated throughout the State. By the employment of prisoners on the highways and on county farms, money is saved for the county, and prisoners are made to realize that they must work for their food and lodging. The County Board of Supervisors, under section 93 of the County Law, is authorized to provide employment for prisoners serving sentence. Section 70 of the Highway Law permits the employment of prisoners serving sentence on the highways.
3. There should be at least one more session of the Grand Jury to break up the long period of time intervening between March and September. In some counties of the State where only 3 sessions are held yearly, extra sessions are ordered when the Grand Jury population justifies such action.

GENERAL REPORT

The sheriff is assisted by a jailer and a matron.

Population 9: 1 minor male serving sentence.
1 minor male for the Grand Jury.
3 adult males for the Grand Jury.
4 adult males serving sentence.

A highly satisfactory condition of cleanliness and order prevailed in all parts of the jail.

Much painting and cleaning has been done. The prisoners were well satisfied with the food, and the treatment accorded to them by the sheriff and his assistant.

The law relative to the separation of adults and minors was not strictly observed, due partly to the fact that the new jailer did not fully know the requirements of Section 92 of the County Law, and also because part of the jail was being painted.

There are only two sessions of the grand jury each year, one in March and the other in September. This is the cause of much hardship and injustice for prisoners who are unable to obtain bail. It is not unusual for prisoners to stay in this jail for months, and then when the Grand Jury convenes, be discharged for lack of evidence or other reasons.

BROOME COUNTY JAIL, BINGHAMTON

INSPECTED BY E. R. CASS, AUGUST 9, 1916

Sheriff, Jesse C. Hover.

RECOMMENDATIONS

1. The present jail should be enlarged, to avoid placing two prisoners in a cell, and also to provide at all times for the proper separation of prisoners in accordance with the law.
2. Definite and speedy action should be taken to carry out the recommendations of the Board of Supervisors of the county with respect to new toilet bowls, wash bowls and a regulation padded cell. The Board of Supervisors have gone on record in favor of these improvements.
3. The Board of Supervisors are strongly urged to support the new method of employing the jail inmates on the county poorhouse farm. If properly handled, this experiment should prove as successful as it has been in other counties.

PROGRESS MADE

1. Prisoners are now employed on the county poorhouse farm. In our previous reports, definite suggestions and recommendations have been made to this effect.
2. Information from the sheriff subsequent to this inspection is that the Board of Supervisors have fixed a definite monthly salary for the matron. This has been urged in our previous reports.

GENERAL REPORT

Population at the time of inspection 44, classified as follows:

32 adult males serving sentence.
1 minor male serving sentence.
8 adult males for the Grand Jury.
1 minor male for trial.
1 adult female as a witness.
1 adult female held for examination.

No changes have been made, to improve the unsatisfactory physical features of the jail, pointed out in our previous reports. The arrangement of the cells on the two floors of the main section of the jail makes the central corridor dark. As this is the place in which prisoners are forced to spend most of their time, an unnecessary and unusual hardship is thus imposed. The type of construction found in this jail is not modern. The inadequate supply of fresh air for these corridors adds to the hardship. Aside from the unsatisfactory construction, the number of cells is inadequate. It is necessary practically all the time to place two prisoners in a cell. Many times it is impossible to secure proper separation of adults and minors, and also of the various classes of prisoners, in accordance with the law.

A highly satisfactory condition of cleanliness prevailed in all parts of the jail. The prisoners seemed kindly disposed toward the treatment received at the hands of the sheriff and his assistants. No complaints were made relative to the food.

On August 10, five prisoners were to be sent to the county poorhouse farm for employment. The sheriff and the superintendent of the county farm have decided to give this form of employment a trial. It has worked out well in other counties of the State, and it should work well in this county, if managed in the right spirit by the authorities. In our reports, although we have urged the further employment of prisoners at stone breaking and on the county grounds, we have also urged that a more profitable form of employment than stone breaking be established. To this end, highway work and employment on the county poorhouse farm have been substituted.

BRONX COUNTY JAIL

INSPECTED MAY 5, 1916, BY E. R. CASS AND PHILIP KLEIN

Sheriff, J. O'Brien.

RECOMMENDATIONS *

1. Sheets and pillow cases should be provided for all prisoners and changed weekly. The Tombs and the New York City district

*The jail herein described is now no longer used for the same purposes as at the time of inspection. The new county jail was opened on July 1, 1916, and is now in use. It is built on the outside cell plan, and affords far superior accommodations to those in the jail herein described. It also permits better classification and separation of the different groups of prisoners. The old jail is now used as annex to the Magistrates' Court. Inspections of

prisons, the State prisons, reformatories and most of the county jails in the State, supply them.

2. Every morning, clean towels should be supplied to each prisoner, and collected immediately after the prisoners have washed. It is disgraceful that the prisoners must use their handkerchiefs and shirts for drying their bodies and hands.

3. The food served at noon should be more varied, particularly in mode of preparation and serving. On some days of the week meat could be served as a separate dish.

4. Bread and tea for supper, or bread and coffee for breakfast is not sufficient. Fruit or cereal should be added. We recommend that the bill-of-fare worked out for the Department of Correction for its prisoners be adopted so far as practicable.

5. The facilities for supplying prisoners with newspapers, tobacco, etc., should be organized in proper form and with a view to providing the material for prisoners at cost price, instead of at the present exorbitant rates. It will be easy to find some individual outside the prison willing to supply such commodities at the usual outside rates.

6. Prisoners serving sentence should not be allowed to have money on their persons.

7. All prisoners should receive a medical examination immediately upon their admission; and prisoners suffering from contagious diseases (such as the case of itch found at time of inspection) should be completely segregated from other prisoners.

GENERAL REPORT

Population, Male 79.

of whom 6 were serving sentence.

8 in the hospital (5 in Bellevue and 3 at Warwick).

1 civil prisoner.

3 held as witnesses.

61 awaiting trial.

Female 3.

2 were awaiting trial, and

1 was witness.

In every inspection report of this Association and the reports of other public bodies, it has been pointed out that the accommodations

the new jail and of the old jail since its occupancy for purposes of the Magistrates' Courts only have been made at too late a date to be included in the present volume.

A number of recommendations made at the time of this inspection have no force now and are, therefore, omitted here. They will be taken up again in another connection with the subsequent inspection referred to.

in this jail are so far inferior to the requirements that proper classification and segregation of prisoners is impossible. Since the jail has been in use, the population has been far in excess of the number of cells, necessitating the placing of more than one prisoner in a cell. The impossibility of satisfactory classification seems to result in carelessness, as to any classification. Thus cases of injudicious assignment of minors and adults in the same cell were again found.

Three tier section.—Despite the absence of natural light and the inadequate ventilation—conditions which have been severely criticised in previous reports—it is necessary to use the cells on this tier. Occupants of the cells complained of the continued close atmosphere. A prisoner occupying one of the cells had been under punishment for 8 days for fighting in the kitchen. These cells are undesirable even for discipline, and to confine a prisoner for eight days in one of them without the privilege of exercising in the corridor at least once daily, is inhumane. The cleanliness of the cells and the corridors was fair. The bar work could be improved by washing and painting.

Five tier section.—All but one of the cells in this section were occupied. A cell found vacant, despite the overcrowded condition of the jail, was explained by the discharge of some prisoners on the morning of inspection. In at least one cell, minor and adult prisoners were found together. The refuse cans and brooms supplied for each cell were found in good condition. There was an insufficiency of blankets in all the cells, and several of the prisoners complained of it. An interesting instance of the need for classification was seen in the case of one of the prisoners just admitted on a minor charge, who was assigned to the same cell with a man charged with murder. The newly admitted prisoner refused to occupy the same cell with a murderer. The cleanliness of the cells was fair. No vermin was found. In some of the corridors, many of the electric bulbs were missing. The condition of the windows was very bad. Those that were unbroken were unclean. In one of the corridors all the lights had been out for a week.

A prisoner on one of the tiers had the itch, and both he and his fellow prisoners complained of the necessity of their using the same bathing accommodations. These accommodations, as has frequently been indicated, consist of the stationary washtubs used in the laundry. No satisfactory reason can be given for the use of this primitive method of bathing when there are several showers in the building. With possibly a little inconvenience to the administration,

this most unsatisfactory system could be abolished. All the paint of the walls and corridors and of the radiators was in extremely bad condition, and in many instances incredibly filthy and defaced. The spaces behind the radiators were unclean in many instances.

The case of itch referred to is another striking argument for the medical examination for every newly admitted prisoner. In this case the jail physician was found in ignorance of the existence of that disease in the prison, so that no precautions whatever were being taken against its spreading. The corridors are swept frequently and mopped daily. No towels are supplied to male prisoners. This constitutes a most reprehensible administrative shortcoming. In some parts of the prison roaches were found in small numbers. The cots, originally consisting of lattice-work bottom, have had springs attached for the greater comfort of prisoners. However, the manner of their attachment provides spaces where vermin might accumulate. Doubling-up in the cells was found to a very large extent.

Civil prisoners and female prisoners.—Civil prisoners are now kept in the room on the second floor. This was formerly used as the female department. The female prisoners now occupy what was formerly the male civil prison, originally intended for temporary detention pens. This department has one window opening directly to the street, and there are no screens or other precaution against passing things in and out. There were three women detained at the time of inspection, one a witness, and the other two awaiting trial. No sheets or pillow cases are provided even for women. Those who can afford it obtain their own bed linen. At the time of inspection, there was a visitor in the female department, but the matron on duty was not in sight. Both the matron and the woman cleaner (who occasionally serves as matron) were in another part of the jail performing no specific duty, so that the women prisoners were under no supervision at the time. Another part of the temporary pens, separated from the woman's department by the space used for vans, is used in the day-time as a temporary pen and at night as dormitory for trustees. Both trustees and the women use collapsible cots.

Two men in the detention pens had just been admitted by transfer from the 6th District court. They were held on minor charges and had been conducted through the streets handcuffed. This method of transfer has been seriously criticised in previous reports, but apparently no change has as yet been made.

Women receive towels daily, being better treated in this respect than the men. The cleanliness in the women's department was good

There are three matrons on eight-hour shifts, consisting of a head matron at \$75 per month and two at \$50 per month each. A woman cleaner occasionally relieves.

The kitchen and laundry were clean. The bathtubs in the laundry are still used as indicated above for the bathing of prisoners. The space under the stairway of the basement was not kept in good order. The stores and supplies were clean and well kept. The fly-screens on some of the windows were in poor condition, and should be repaired before the summer season, if they are to be of service at all.

Bedding.—The beds are supplied only with blankets, most of which were in bad condition; they were worn very thin, and many of the beds were supplied only with remnants of blankets. Each bed is equipped with a wire-spring bottom, and is supposed to have two blankets — one is a cover for the wire-spring bottom, and the other for the prisoner.

As no individual towels are supplied prisoners for daily use except to the women, and for baths once a week, it is necessary, according to one of the prisoners, to use handkerchiefs or shirts to dry themselves after washing in the morning.

Supervision of visitors.—The old method of visiting still prevails. Women and men go directly to the cells of prisoners whom they wish to visit and are not properly supervised. Further, they are not searched when they come to the jail. It was noticed that some of the male prisoners freely caressed some of the female visitors. This system of visiting has shown itself unsatisfactory because it makes easy the passing of contraband articles to prisoners and gives opportunity for questionable conduct between prisoner and visitor.

Complaints were received from prisoners because letters mailed to them were delivered after they had been opened by some one in the jail. This is not within the authority of the jail officials. This is a violation of the postal laws, and the practice should be discontinued.

The prisoners receive, for the morning meal, coffee and bread; supper consists of the same. Once a week, it is said, stewed fruit is added at supper. For the noonday meal, stew and bean soup alternate. Complaints of the prisoners both as to variety and quantity of food have been received at this time, as on previous inspections. The principal criticism against the noonday meal, in addition to the lack of variety, has been that all the ingredients are combined in one

dish, referred to by the prisoners as "mush," so that even when there is a variety in the ingredients, the preparation is such that the appearance of the food when served is the same.

CATTARAUGUS COUNTY JAIL, LITTLE VALLEY

INSPECTED FEBRUARY 9, 1916, BY E. R. CASS

Sheriff, C. B. Nichols, assisted by an under-sheriff, a jailer and a matron. There are also two chaplains, who each receive a compensation of \$50 a year.

RECOMMENDATIONS

1. The county authorities should support the sheriff in using jail prisoners on the newly acquired farm land.
2. A new padded cell should be provided.
3. The water supply for the toilets, especially those on the third floor, should be increased.

PROGRESS MADE

1. The county authorities are to be commended for their efforts to abolish idleness among the sentenced prisoners. In our previous report the need for employment of sentenced prisoners was pointed out, and highway work or work on a farm suggested.
2. Overalls and jumpers are now given to the prisoners, to be worn while in the jail. This has been suggested in our previous reports.
3. A messhall has not been provided in the basement but, instead, separate tables and stools have been installed in each corridor on each floor of the jail.

GENERAL REPORT

The population at the time of inspection numbered 37.

Adult males for the grand jury.....	14
Adult males serving sentence.....	18
Adult males serving sentence.....	4
Minor males serving sentence.....	1

The following is an analysis of the various periods of sentence given to those now serving: 3 for 15 days; 2 for 30 days; 3 for 60 days; 1 for 75 days; 4 for 90 days; 1 for 100 days; 2 for 120 days; 1 for 250 days.

On the first floor, west side, the grand jury prisoners were under close supervision because of a recent attempt to escape. Five of the inmates were implicated and it is planned to cause the indictment of others. The east side of the first floor is reserved for tramps. It is planned to install tool-proof bar work on all sections of the first floor. The windows on this floor will also be heavily screened. The prisoners in the front section, west side, complained of the close confinement, but the sheriff said it was necessary for him to treat these men thus, at least for the time being, because of their recent actions.

The second floor was not in use because of repair work and painting. The iron work was recently painted white and was thus much improved. The niche form of toilet in the cells has been abolished and instead, a heavy porcelain toilet bowl has been installed. On the third floor on the west side, front section, there were male minor prisoners. There was also a sick man in the hospital room on the same side. In a corresponding room on the opposite side of the jail, female prisoners were detained, and conversation back and forth through the partitions was easy.

The general condition of cleanliness and order throughout the jail was not satisfactory, due principally to the renovation work going on at the time of inspection. The present sheriff has been in office only a month, but apparently he seeks the best treatment of prisoners and the improvement of the jail. The prisoners, excepting the few held in close confinement on the first floor, spoke well of the treatment accorded to them by the sheriff and his assistants.

Subsequent to this inspection, the county authorities have authorized the employment of the jail prisoners on the highway in the county. During the latter part of August and early part of September, about 150 prisoners were employed on the highways, but according to the sheriff's statement, this work was not entirely satisfactory. However, the county authorities have not been discouraged as to the possibilities of using the labor of prisoners, and in December, 1916 it was reported by a Committee appointed by the Board to select farm land, that they had arranged to lease a farm of 13 acres in the village of Little Valley, not far from the jail. This will make possible the employment of jail prisoners at farm work during the open seasons.

The present sheriff is to be highly commended for following out suggestions made at the time of this inspection and also in complying with recommendations made in our 1915 report.

CAYUGA COUNTY JAIL, AUBURN

INSPECTED MAY 22, 1916, BY E. R. CASS

Sheriff, S. L. Depew.

RECOMMENDATIONS

1. A new jail is recommended, so that Cayuga county can have an institution to which its citizens can point with pride, one in which prisoners can be detained under healthful conditions, in safety, and in accordance with the requirements of the county laws. Cayuga county now has one of the worst jails in the State. Many convicted prisoners are spending their term therein in complete idleness, at the expense of the law-abiding citizens of the county. Furthermore, the county spends much money every year for the detention of prisoners in the Onondaga County Penitentiary, which means the loss of the labor of these prisoners, which to some extent is gained by the citizens of Onondaga county.

2. The new jail should be located outside of the city of Auburn, so that the prisoners can be worked on a jail farm or on the highways, a method no longer an experiment but a success in several counties in the State, particularly in St. Lawrence county. Prisoners have been worked to advantage on the highways in Onondaga, Suffolk, Franklin, Tioga, Erie and other counties. While many counties are trying to be progressive and to deal with their prisoners intelligently, Cayuga county retains a jail, unsatisfactory for the detention of prisoners, and seems satisfied to let offenders against the law live at the expense of the law-abiding people of the county.

3. Although the jail is physically unsatisfactory, this is no excuse for uncleanness, particularly in the "pit" section. The jailer should begin the jail daily routine at a regular hour every morning, say at 7 o'clock. Between 7 and 8 o'clock the "pit" section should be aired, the prisoners should be made to get up, wash, comb their hair properly, dress, and should receive their breakfast. By 8:30 a. m. the cells should be swept, also the central corridor, and the bedding should be hung on the gallery rail to air. A system of this kind is used in most jails in the State, and when once established works automatically.

4. Toilet paper should be provided. The use of newspaper clogs the toilet which in turn causes the outlay of money for plumber's services.

5. An additional meeting of the Grand Jury should be held during the year, to reduce the hardship and injustice imposed upon those detained, who are unable to obtain bail. In several counties, extra sessions of the Grand Jury are held during the long period intervening between the infrequent regular sessions.

6. There should be better variety of food at the noon meal.

GENERAL REPORT

The jail staff consists of two jailers and a matron. Population 16.

Adult males serving sentence	6
Minor males for the grand jury	2
Adult males for the grand jury	3
Adult males for city court	5

In the reports of the Prison Commission and the Prison Association, this jail has been characterized as unsatisfactory, principally because of the physical makeup, and has been included among the very few bad jails in the State. The "pit" section, which is practically the jail proper, is the only jail structure in this State without windows in the side walls. The cells in this section, especially those on the lower tier, are inadequately supplied with natural light and ventilation. Unfortunately, the "pit" section is most frequently used, because the sheriff and his assistants feel that it is the only part of the jail in which prisoners can be safely detained. Because of this, minor Grand Jury prisoners mingle with adults, and prisoners, such as city court cases, held for minor offences, mingle with prisoners held for more serious crimes.

In the group in the "pit" section at the time of inspection, there were two prisoners who had served previously in Auburn State Prison. To confine men experienced in crime with juveniles and misdemeanants is serious, and makes the county jail a school of crime.

The jail is undoubtedly a fire trap, and the various sections are so scattered that in the event of serious trouble, it would be beyond the power of the jailer to master the situation. The scattered sections also handicap proper supervision. Communication with people on the outside is easy from any of the sections of the jail other than the "pit."

The inspector arrived at the jail at about 8:40 A. M. and found the men in the "pit" section a sad-looking group. Some had only been out of bed for a short time and others tumbled out as the inspector arrived. Some had not washed, combed their hair or properly arranged their clothing. The "pit" was literally strewn with burned matches, pieces of paper and dirt. The beds were either not made up or carelessly made.

Some toilets were, as usual, clogged and very unclean. A jail should be ready for inspection at 9 o'clock in the morning. This jail lacks a regulated daily routine. There is evidently no fixed hour in the morning for beginning the day within the jail. There should be a regular time for the men to rise, wash, eat breakfast and clean the jail. This can all be done in a short time, if properly supervised. In the past, the uncleanness and disorder of this "pit" section has been criticised.

The following sections were satisfactorily clean: The juvenile section on the third floor, the female section on the same floor, and the "condemned" room. All of these sections were unoccupied. The trusty section on the second floor, while generally clean, could be improved by cleaning the steel work around the floor of the cells and also around the wash basins. The kitchen was as usual satisfactorily clean, and in good order.

The prisoners in the "pit" section complained about the food. On the morning of inspection, the meal consisted of one-third of a loaf of bread, oatmeal, coffee and milk. This breakfast is given every morning, except that rice is substituted every other morning for oatmeal. The noon meal consists always of bread, potatoes, meat and gravy. There is no change in this except on Sunday when pork and beans are served. More variety for this particular meal would cost nothing extra, and at the same time give a little more satisfaction to the inmates. In the evening, the meal always consists of tea and bread. The law prescribes that inmates of our jails should be given plain but wholesome food. To satisfy the requirements of the law, delicacies are not necessary; however, food of sufficient variety and quantity should be given. Men are not reformed or helped physically by a diet which lacks variety. The statement of the food served to prisoners by the Department of Correction New York City, demonstrates that plenty of variety can be given at a low cost. This dietary costs about 16 cents a day per prisoner. Similar rations can be given to small numbers of prisoners without very much increase in the cost.

CHAUTAQUA COUNTY JAIL, MAYVILLE

INSPECTED FEBRUARY 8, 1916, BY E. R. CASS

Sheriff, William H. Marvin, assisted by an under-sheriff and a matron.

RECOMMENDATIONS

1. The county authorities should not permit a large number of prisoners to remain idle in the jail at the expense of the law-abiding citizen. In our previous reports we have shown the activities in other counties. There is no good reason why similar progress cannot be made in Chautauqua county.
2. The padded cell should be repaired and additional padding should be placed on the top of it.
3. The hospital or dormitory room should be used for cases of delirium tremens requiring a strait jacket or restraining sheets.

GENERAL REPORT

The population at the time of inspection numbered 52, classified as follows:

- 5 adult males for court.
- 2 minor males for court.
- 2 adult females serving sentence.
- 41 adult males serving sentence.
- 2 minor males serving sentence.

For the three months previous to the time of inspection, the number serving sentence has averaged between 40 and 50. It was stated that the jail population was less than that of last year at the same period. The following are the periods of sentence for which some of the prisoners had been committed: For 10 days 4; 15 days 2; 25 days 1; 40 days 6; 50 days 2; 60 days 9; 63 days 1; 65 days 1; 3 months 3; 4 months 6; 4 months 6 days 1; 5 months 3; 100 days 1; 5 months 16 days 1; 6 months 2.

The usual large number of prisoners serving sentence, and the long periods of sentence, justify some practical form of employment.

One prisoner was found in a strait-jacket in a cell of the juvenile department. This man was suffering severely from delirium tremens. The jailer said he was under the care of the jail physician who made frequent visits. This was verified by the prisoners. The only criticism in this case is that the dormitory or hospital room would have been a more suitable place for the keeping of this prisoner.

The padded cell had been badly damaged. This was done by a prisoner who was in it a few days prior to our inspection.

All parts of the jail were satisfactorily clean. In the two sections of the upper floor of the jail proper, two prisoners were assigned to each cell, a frequent occurrence. As pointed out in previous reports this practice is very undesirable. The prisoners said their food and their treatment by the sheriff and his assistants were good.

CHEMUNG COUNTY JAIL, ELMIRA

INSPECTED MAY 23, 1916, BY E. R. CASS

Sheriff, Rosewolle Hoke from January 1, 1916.

RECOMMENDATIONS

1. Officers of the jail should be paid from a separate fund, and not from the sheriff's salary.
2. The tramp room should be adequately equipped with beds and bedding, and kept clean.
3. The padded cell should be regularly aired. The course of the steam pipes along the ceiling should be changed. These pipes heat the air in the cell, making it extremely uncomfortable.
4. The sheriff should be permitted to use the juvenile section for the reception of new prisoners. Here, prisoners should be made to thoroughly bathe and then should be provided with jail clothing consisting of overalls, jumpers, shirts and socks, before assignment to another part of the jail. Their clothing should be fumigated and stored away until their release. This system is now used in many jails, and the sheriffs commend it as a means of keeping the jail free from vermin.
5. The matron should be in closer touch with the female prisoners. We do not reflect at all on the character of the jail officers, but it is inadvisable to permit the free access of the male persons to the female section, especially when the matron is absent. In some jails, only the matron and the sheriff's wife, or the sheriff, possess the keys to the female section.
6. Bed ticks should be frequently washed, and new prisoners should receive a clean supply of bedding. More blankets are needed, principally in the "pit" section.
7. The supply of fire extinguishers is inadequate.
8. The iron balls and chains in the stoneshed should be absolutely removed, and under no circumstances should they be used.

9. Sentenced prisoners should be employed on the highways or on a farm.

PROGRESS MADE

1. The jail staff has been increased. Recommendations to this effect have been made in our previous reports.

GENERAL REPORT

The jail staff consists of:

- 2 turnkeys.
- 1 guard for stone shed.
- 1 matron.

Population 39.

- 1 minor male serving sentence.
- 2 adult females serving sentence.
- 1 minor female awaiting transfer.
- 1 adult male for the grand jury.
- 1 adult male for trial.
- 33 adult males serving sentence.

The physical condition of the jail remains the same. The present structure has given the county many years of service, and compares very unfavorably with most of the jails in this State. It is a peculiar combination of an antiquated and a partly modern construction. The "pit" section is the main and central part of the jail, and because of its stone vault-like cells is unsatisfactory. The evil practice of placing more than one prisoner in these cells is frequent. The hospital room and the Grand Jury section are superior, because of better light and air. Although the juvenile section contains a modern type of cell structure, it is inadequately lighted and ventilated.

The beds ticks in the pit cells were not clean. The cells on the upper tier were not so clean as those on the lower. Most of the beds need new blankets. One prisoner complained of severe pains in his head. He had not eaten for about a week, and had been visited by the doctor several times. It was stated that the man was recovering from a paralytic shock. This was a proper hospital case, and not one of the close unhealthful confines of a county jail.

The juvenile section was unoccupied. The walls of the cells are covered with indecent drawings and writings of questionable character. All the beds contained bedding, but not arranged in an orderly manner. It was suggested to the sheriff that the juvenile section be transformed into a reception room for new prisoners.

Two adult females and a minor female were together in the female department. There is no satisfactory means of separating female adults and minors. The matron was not present when the sheriff and inspector entered. It was stated by the inmates that she visits them two or three times daily. The inspector saw two of the women, but a third hid in a compartment in one of the rooms because she was not fully clothed.

A fair condition of cleanliness and order prevailed in the Grand Jury cells. A prisoner in one of the cells was serving sentence and should have been in the "pit," but the sheriff segregated him from the other prisoners because of illness.

The hospital, exercise and trusty rooms were satisfactorily clean and orderly. In one of the rooms a 17 year-old boy was alone.

The equipment of the tramp room consists of five single and five double beds. No blankets or mattresses are provided. The room was fairly clean. The maximum number of inmates for one night in this room, since January first, was 15. The toilet compartment was dirty and ill-smelling. The wash bowl also was unclean. This room still remains a disgrace to the city and county.

The padded cell has not been improved. It is inadequately ventilated and lighted.

The prisoners had no complaints to offer relative to their food and treatment. Prisoners now receive three meals a day. Stone breaking is still the principal means of employment for sentenced prisoners. Of the 32 prisoners serving sentence, 8 were assigned to work in the stone shed, 4 in the kitchen and 8 in the county buildings.

CHENANGO COUNTY JAIL, NORWICH

INSPECTED MAY 25, 1916, BY E. R. CASS

Sheriff, N. D. Lewis, since January 1, 1916.

RECOMMENDATION

1. A padded cell is necessary for violent or intoxicated prisoners. It protects the prisoners from their own violence and also ensures the officials of the jail against unwarranted suspicions of brutality.

PROGRESS MADE

1. The Board of Supervisors and the sheriff of this county are to be commended for their efforts to make use of the labor of the

prisoners in the county building and on the county farm. In our previous reports such employment of prisoners has been urged.

GENERAL REPORT

The jailer who served under the previous sheriff has been retained in office. The sheriff's wife acts as matron.

Population 6.

- 1 adult male held for the grand jury.
- 5 adult males serving sentence.

The jail was very clean in all parts. The bases of the toilet niches are beginning to rust, especially in the cells on the first floor.

The prisoners were satisfied with the sheriff's and jailer's treatment, and also with the food.

Since the first of the year, 46 persons have been committed to the jail, and there have been but few prisoners serving sentence. The County Board of Supervisors have arranged with the justice of the peace of the town of Chenango to send some of the sentenced prisoners to work on the county poor house farm. Although these prisoners are sent to the farm, the sheriff is responsible for them. They are kept separate from the inmates of the poorhouse as much as possible. Two of the sentenced prisoners were on the farm at the time of inspection. These prisoners do farm work and general repair work on the county buildings.

CLINTON COUNTY JAIL, PLATTSBURG

INSPECTED BY E. R. CASS, JULY 24, 1916

Sheriff, J. M. Moore.

RECOMMENDATIONS

1. The City of Plattsburg should have a lockup of its own.
2. The City of Plattsburg should arrange for the services of a matron to look after female police court prisoners.
3. Jail officers, jail inmates, police officers and other males should not be permitted to go to the female department unless accompanied by the matron or another duly appointed female. The experience of other counties in the State demonstrates that care must be exercised for the protection of female prisoners.

4. Clinton county is one of the very few counties in the State in which there are only two sessions of the Grand Jury each year. At present much hardship and injustice is worked upon the prisoners, who, unable to get bail, must spend long periods between Grand Jury sessions in the close and unhealthy confines of the jail. Witnesses in cases are also made to suffer similarly.

5. In order to permanently solve the jail and labor question the county authorities should purchase a good farm, if possible one with a quarry on it, and construct a new jail on the new site. By having the jail on the farm, the necessity of transporting the prisoners, which is somewhat of a problem, could be obviated and thereby make the whole plan more feasible.

PROGRESS MADE

1. Our information that architects are drawing plans for the renovation of the present jail indicates that the County Board of Supervisors intend to improve the existing physical conditions of the jail. In our reports, we have always severely criticized the jail structure in this county.

2. At the time of this inspection, the segregation of a minor in a room in the courthouse section of the jail was proof that greater care is being exercised in the handling of juveniles. This was a more favorable condition than that found at the time of a previous inspection. In our reports the need for segregation of juveniles has been pointed out.

GENERAL REPORT

Total population 12, classified as follows:

- 1 adult female awaiting Grand Jury.
- 1 15-year-old boy for the Grand Jury.
- 4 adult males for the Grand Jury.
- 1 adult male Federal prisoner.
- 5 adult males serving sentence.

No changes have been made as yet in the construction of the jail. The insanitary conditions, the lack of facilities for separation and classification of prisoners, especially minors, and the inadequate number of cells continue as some of the undesirable features. At the time of our inspection, Grand Jury prisoners and prisoners serving sentence were kept together in the corridor and cells of the first floor. This is contrary to section 92 of the County Law.

As mentioned in previous reports, a committee of the Board of Supervisors has visited several other counties to study their jail con-

struction. Some general information, obtained at the time of inspection, is to the effect that the supervisors are planning for the renovation of the present jail. The present jail is included in the small number of completely unsatisfactory jails in this State; therefore its use should not be continued. The general cleanliness of the jail, except the cell on the southwest corner of the first floor, was satisfactory.

The sheriff was not present in the jail at the time of this inspection and it was stated by a police officer, acting temporarily as jailer, and also by the sheriff's wife, that the sheriff was investigating a robbery in the town of Cherubusco.

Information was received from a trusty to the effect that one of the prisoners sentenced to the jail on July 8, 1916 for 30 days, was taken by the sheriff on the morning of inspection to the sheriff's farm for employment. The fact that this man's sentence had not yet expired caused the inspector some concern. The matter was taken up with the temporary jailer, who was unable to give any information, and likewise with the sheriff's wife. It was taken up with the sheriff later, and was emphatically denied by him. In an affidavit submitted and signed by the sheriff, he states that he took the prisoner from the jail in his automobile to assist him in his official duties. The sheriff also stated that he did this after consulting with the district attorney, who said that it was proper for him to use the prisoner in such a manner. In the opinion of the State Attorney General, a copy of which has been sent to the sheriff, it is not permissible for a sheriff to impose upon a prisoner the duty of criminal investigation.

There was one woman in the female section at the time of inspection. She was held awaiting trial before a police court justice. The inspector noted that the temporary jailer and male police officers had free access to the room in which the female prisoner was confined. These men entered without the matron being present. It was also stated by them that this is a customary practice. Meals are also served to the women prisoners by a male trusty prisoner. The Sheriff's wife is matron, and receives a monthly salary of \$17.33. Since the first of the year, about 23 women have been committed to the jail. The sheriff's wife admitted that she does not make a practice of keeping close supervision over the female prisoners; that is, she is not always present when police officers or other persons enter the female department. While the duties of a matron are not specifically stated in any law, her duties are obviously the protection of the female prisoners. This does not mean that she

must be a personal servant to women prisoners. As pointed out to the sheriff's wife, she should exercise careful supervision over the female department, first, to protect the women; secondly, because she is a salaried county officer, and thirdly, as a means of preventing embarrassing conditions occurring which would reflect upon her husband's administration. In most of the county jails of the State, the matrons keep in close touch with the female department; and recently many sheriffs have made it a rule that no one but the matron should have the keys to the female department. The fact that the female department of Clinton County jail is also used as a police lockup for female prisoners greatly increases the work of the matron. In other words, the matron is a county officer, and yet she is doing work for both the County and the City of Plattsburg.

It was pleasing to note that a young boy was assigned to one of the rooms not in use at the time the boy was committed to the jail.

The two important problems pointed out in previous reports are again repeated:

1. The removal of the wretched and inadequate jail accommodations.
2. The abolition of the deplorable idleness among the sentenced prisoners.

The activities of two adjacent counties, Essex and Franklin, should serve as criteria for Clinton County. Essex County has a good jail and recently purchased a 257-acre farm, which is operated to excellent advantage of the county. The Franklin County jail, while not up to ordinary standards, nevertheless is superior to the Clinton County jail, and the county authorities have shown progressiveness by purchasing a 30-acre jail farm and employing prisoners thereon.

COLUMBIA COUNTY JAIL, HUDSON

INSPECTED JULY 28, 1916, BY E. R. CASS

Sheriff, W. J. Kline.

RECOMMENDATIONS

1. The work on the new jail should be expedited.
2. Abolish the use of the temporary county jail quarters, and send Columbia County prisoners to the Greene County jail at Catskill.

GENERAL REPORT

Population at the time of inspection, 10.

- 1 adult male for the Grand Jury.
- 9 adult males serving sentence.
- 2 adult males, Columbia County prisoners, had been transferred to Greene County jail at Catskill.

Work on the new jail began about the 1st of August 1915. On August 16, 1915 the opinion was that the jail would be ready for occupancy in about six months, but it is still under construction, and will probably not be ready until the end of this year.

In the meantime, temporary jail quarters are in use. Although temporary, these are the most wretched known to the inspector in this State. The first and second floors of a barn are used. On the first floor there is a cage of eight steel cells. The fronts of these cells are separated from the side wall by an extremely narrow corridor. The interior of the cells is dark. The rear wall of the renovated jail prevents light from entering the corridor. The section on the first floor is ill-ventilated, extremely damp and the floor space is so limited that the prisoners are barely able to move about without getting in each other's way. The building is a veritable fire-trap and would be destroyed by fire almost as quickly as paper.

The female quarters are on the second floor. These consist of one room, with patched-up walls and one bed. The most noticeable things about this second floor are the holes in the side walls, the broken partitions and doors, and the disordered arrangement of chairs, barrels and pieces of lumber, and the presence of much dirt.

The unclean condition of the bedding in the cells of the cage on the first floor was not only unsightly, but there was evidence that sleeping on these beds could not be enjoyed with comfort because of vermin. The damp atmosphere and wet floor in the toilet section, together with the vile door, made even a short stay in this section unbearable.

The old Columbia County jail was indeed unsatisfactory, but in every respect was far superior to the temporary quarters which have now been in use for more than one year.

CORTLAND COUNTY JAIL, CORTLAND

INSPECTED MAY 24, 1916, BY E. R. CASS

Sheriff, J. L. Eades, since January 1, 1916.

RECOMMENDATIONS

1. The present structure is unfit to be used as a county jail. A new jail should be constructed in the suburbs of the city, and a jail farm provided to employ the prisoners.
2. The matron should receive a salary. Her work is often unpleasant, and her services are indispensable when females are detained.

PROGRESS MADE

1. The Supervisors have appointed a committee to investigate the matter of a new jail and farm. The committee has visited jails in adjacent counties, and have also examined ten proposed jail sites in Cortland County. It is understood that the committee is in favor of a new jail and a farm. In our previous reports we have strongly urged that a new jail be built and a farm purchased.

GENERAL REPORT

The jail staff consists of a turnkey. Mrs. Eades acts as matron but receives no salary. The county allows \$600 a year for a janitor and this is paid by the sheriff to the turnkey, but the sheriff boards the turnkey.

Population 9.

- 2 minor females.
- 6 adult males serving sentence.
- 1 minor male on a temporary commitment.

The Cortland County jail is one of the worst in the State. It is not fireproof, and does not provide healthful living quarters. Frequently it is impossible properly to separate minors and adults, and males and females. Both sides on the first floor of the jail were clean, and the equipment, such as the beds and bedding, was in good condition. The second floor was in a disordered condition because of painting. The prisoners spoke well of the treatment given them by the sheriff and his assistant.

The inspector did not find the woman and the young boy locked in their respective rooms. It was stated by the sheriff most emphatically that the female prisoners and the very young male prisoners

are under the strict supervision of the matron. It was explained that the doors of the rooms were unlocked because the girls were cleaning, and that the matron was going back and forth.

One girl had been returned from the State Training School at Hudson to the sheriff of the county because in the opinion of the authorities of the School she did not respond favorably to the treatment there. Feeble-mindedness was given as one of the reasons. She was committed to the Hudson Training School in September, 1915. The other girl was returned from Albion after having been there for two years and two months. She was also returned for feeble-mindedness, and because she could not be placed. There is no doubt that these two girls require further care and supervision. If arrangements cannot be made for their commitment to a civil institution for the feeble-minded, it will be necessary to send them to the County Home or allow them to go back to their old environment.

DELAWARE COUNTY JAIL, DELHI

INSPECTED MAY 25, 1916, BY E. R. CASS

Sheriff, A. L. Austin, since January 1, 1916. He is assisted by a jailer and a matron.

RECOMMENDATIONS

1. A partition in the east and west corridors on the first floor would permit proper separation of Grand Jury prisoners from prisoners serving sentence, and at the same time allow the prisoners to use the inside and outside corridors.
2. A jail yard should be acquired, to allow outdoor exercise for the prisoners.
3. There should be more than three sessions of the Grand Jury during the year. The period between May and October, through the hot summer months, imposes much hardship upon persons awaiting the action of the Grand Jury. It is unjust and inhumane to keep a prisoner within the close confines of this small jail for months when perhaps he will ultimately be released by the Grand Jury. In several counties of the State extra sessions are held, to break up these long intervals.

PROGRESS MADE

1. The cleanliness of the jail has improved. The need for this was pointed out in our two previous reports.

2. The iron work of the jail has been painted a bright color. This was recommended in our previous report.
3. The bases of the toilet niches have been filled in with cement, thereby preventing further rust and destruction of the toilet equipment. This was recommended in our previous report.
4. The cement floors of the jail have been patched up, thus improving their appearance.
5. It is planned to install a cement floor in the laundry and also substitute stone washtubs for the present wooden ones.

GENERAL REPORT

Population 8.

- 1 adult male for the Grand Jury.
- 1 adult male held on a temporary commitment.
- 6 adult males serving sentence.

Fifty persons have been committed to the jail since the first of the year.

It was gratifying to find the jail clean in every detail. Clean sheets and pillow cases were very much in evidence on all the beds.

The prisoners were satisfied with the sheriff's and jailer's treatment and also with the food.

DUTCHESS COUNTY JAIL, POUGHKEEPSIE

INSPECTED FEBRUARY 23, 1916 AND MAY 16, 1916, BY E. R. CASS

Newly elected sheriff, E. J. Conklin

RECOMMENDATIONS

1. The present location of the jail is undesirable. The jail should be located outside of the City of Poughkeepsie.
2. Two plans of employment seem possible: One, the establishment of a county jail farm, and the other, the working of prisoners on town highways. These plans cannot be made practicable unless the practice of giving two, three and five-day sentences to the prisoners is discontinued, not solely for the purpose of making a plan of employment feasible, but because it is folly to expect men to develop satisfactorily, industrially and otherwise during such a short time. The present system is non-reformatory.

The statement of the farm operations in St. Lawrence county demonstrates what can be done to the advantage of the county by employing prisoners.

3. Aluminum eating utensils should be substituted for enamel-ware and tin. The former easily chips and then rusts, and the latter can hardly be kept from rusting.

4. A fumigating apparatus for clothing should be installed, so that when prisoners are received in the jail their clothes can be taken from them and fumigated. While they are in jail, prisoners should wear a uniform consisting of a pair of overalls and a shirt. It may not be possible to do this with every prisoner, but it should be made a general practice. This system is carried on in Schenectady and Seneca counties.

5. The doors on the toilet niches should be either removed or kept open, so as to permit air and light to enter the niches and thus keep them free from moisture. The accumulation of moisture, together with the careless use of the toilets by inmates, causes the iron work to rust, crack and break, thus necessitating finally a considerable outlay for repairs.

6. At a regular hour every morning the jailer should insist that each inmate cleanse the iron frame-work of his bed, brush the mattress and shake the sheets and blankets. Then the beds should be made up, and kept so during the day. Prisoners should not be allowed to conceal bread in their beds or in the toilet niches.

7. Every prisoner should be made to take a bath at least once a week. The jailer should see that this is carried out. Towels should be supplied to the prisoners. If they destroy them, then towels should be distributed at a certain hour each morning, and collected again, after the prisoners wash.

8. Library books were installed in the jail by the Jail Library Committee, working in co-operation with the Prison Association of New York. These books are intended for the use of the prisoners as a means of breaking the demoralizing monotony of the daily routine. Men cannot be helped when they are forced to spend the long hours of the day within the small confines of a jail, with no mental or physical activity. Even men of the best and strongest character will ultimately deteriorate under such conditions. The books furnished are selected with a view of having them interesting, and at the same time of proper character. The sheriff and members of the staff are urged to freely distribute the books.

9. No bedding except a mattress should be kept in an unoccupied cell. Every prisoner should receive clean sheets and a pillow case, and clean blankets. It is the practice in some of the jails to provide covers for the mattresses, in order to preserve their cleanliness, and to protect each new inmate.

PROGRESS MADE

1. Much painting and cleaning has been done in different parts of the jail, thus improving the appearance.

2. A large gas range has been installed in the kitchen, to take the place of the old coal-burning range.

3. The sheriff has used inmate labor in making mattresses, and also in preparing sheets and pillow cases. Much cleaning of ceilings and walls has also been done by the prisoners in the court house building. The painting and cleaning of the jail was done by the inmates.

GENERAL REPORT

The jail staff consists of the jailer, assistant jailer and a matron. The woman appointed as matron hires the services of another woman to take her place.

Jail population on May 16, 1916, was 24:

Minor males serving sentence.....	2
Adult males for the Grand Jury.....	2
Adult male awaiting transfer.....	1
Adult males serving sentence.....	19

Main section of the jail.—This is occupied by adult males serving sentence, and those awaiting the action of the Grand Jury, or temporarily held for city court. One side of the cellblock is well supplied with light and air, but the corridors and cells on the other side are not adequately supplied. This applies particularly to natural light in the cells. On the previous inspection, the sheriff's attention was called to the need of keeping the beds, mattresses and blankets free from dirt and bread crumbs. It was suggested that the mattresses be brushed every morning, and that the sheets and blankets be shaken in the corridors prior to making up each bed. It was quite evident at the time of the present inspection that this practice has not been regularly performed. It should be, if the beds are to be kept free from vermin and the cells free from roaches.

Female section.—In most parts this section was satisfactorily clean, but in the utility corridor much loose paper, dirt and bread

crumbs were found. Such details should not be neglected. In one of the cells, many books were carelessly thrown on the floor and bed. In the juvenile department, in some of the unused cells, bedding was found, and it was stated that prisoners had just left the jail on the morning of inspection. These beds were not made up, and did not present a good appearance. In three of the cells the toilet bowls were plugged with pieces of bread and wads of paper. There was considerable stale bread lying around in the toilet niches and in the cells. The padded cell was not in use and was clean.

The kitchen was very satisfactorily clean, also the small room used as a temporary hospital.

Some of the prisoners complained about the food, and others said it was satisfactory. At the time of the previous inspection the sheriff was shown that the meat served in a soup was distributed in very unequal quantities for each prisoner. However, judging from the stories of the prisoners, that has been remedied. At the time of the previous inspection it was stated by the sheriff that he was desirous of serving a better quality of food to the prisoners, but would have to go about it gradually, due to the low per capita set by the previous administration. At the time of this inspection the inspector was informed that a better grade of meat was purchased and less bone and gristle received, giving a larger actual quantity of meat. The sheriff should be permitted to provide the prisoners with adequate, wholesome food. If the per capita cost of sustenance must be increased, to give a more liberal quantity and quality of meat than was served to the prisoners for the noon meal on February 23, 1916, the present sheriff should be permitted to make the additional expenditure. He should not be unfairly criticised for doing so. The efficiency and fairness of a sheriff's administration so far as the jail responsibilities are concerned, should not be determined solely on the basis of a low per capita cost of maintenance. The Prison Association does not in the least advocate extravagance or the purchase of delicacies for prisoners. It should be remembered that the inmates of a jail are, despite their circumstances, human beings and should therefore be treated as such. To underfeed men or to give them coarse food, is not consistent with humane treatment, does much to jeopardize the health of an inmate, and ultimately is apt to react unfavorably for the members of a community on the outside.

ERIE COUNTY JAIL, BUFFALO

INSPECTED JUNE 27, 1916, BY E. R. CASS

Sheriff, Edward Stengel.

RECOMMENDATIONS

1. The work on the north wing of the jail should be expedited. Too much time has already been consumed, and much inconvenience and hardship imposed upon both prisoners and officials.
2. From the windows in some of the rooms in the south wing, the heavy wire mesh should be removed, and the window openings should be enlarged. Provision should also be made for exercising the prisoners confined in these small, poorly lighted and ill-ventilated sections.
3. Female prisoners should be separated according to law. The jailer should insist upon this, and when necessary should not hesitate to use the rooms reserved for jurors, but practically never used.
4. More satisfactory arrangements should be made for the detention of cases similar to that of the Polish woman and the young child mentioned in this report.
5. The side walls in some of the rooms in the female section should be repaired, so as to prevent further peeling and the presence of excessive moisture.
6. During the day the beds should be made up. More care should be exercised to keep the bed spreads and bed linen cleaner.

PROGRESS MADE

The steel cages known as dungeons have been removed. Recommendations in our previous reports have been to this effect.

GENERAL REPORT

The jailer is James J. Lannon.

The population was 16:

- 2 United States female prisoners.
- 1 United States male adult.
- 3 adult males as witnesses.
- 1 minor female as a witness.
- 4 adult females awaiting trial.
- 3 adult males, civil cases.
- 2 adult males, for trial.

The north wing of the jail is not completed, and will not be ready for occupancy for many months. The skeleton steel structure is completed, but the cell partitions, fronts, doors, floors, etc., have not been installed. On the two upper tiers the laying of the concrete floors is in progress. Outside cages have been placed on but 4 or 5 windows. The construction and renovation of the building has taken entirely too much time. Responsibility for this is shifted from one person or thing to another; that is, one time it is absence of the steel equipment, and now it is because of a delay on the part of the cement workers.

The south wing, consisting of 4 separate floors, is used for female prisoners, and also for male prisoners held in civil cases as witnesses. With the exception of some of the rooms reserved for females, the rooms in this wing are undesirable for the detention of human beings. The sleeping rooms are dark and ill-ventilated, and the sitting or recreation rooms are much the same. Particularly in the case of witnesses, the situation is most unfair, inasmuch as these prisoners have not been committed for a crime, but in many instances are of service to the county. Nevertheless they are treated, so far as their housing accommodations are concerned, with less consideration than those arrested for violation of the law.

In the female quarters there is little regard shown for the proper separation of prisoners in accordance with the law. Witnesses and prisoners awaiting transfer, prisoners awaiting the action of the Grand Jury or awaiting trial, have been found commingling. It is stated that sometimes the population is so large that it is impossible to observe the law. It has also been stated that the rooms on the floor below, reserved for jurors, are to be used. However, there is no evidence that this is done. To avoid using the dark and undesirable rooms, and to provide the proper separation, the proposed use of the juror rooms should become a reality.

The bedding in all parts of this wing is not particularly bright and clean. Prisoners evidently are not compelled to keep their beds made up during the day. More interest and activity is needed on the part of the matron.

Arrangements are being made to repair the walls in the extreme south part of the female section. The paint and plaster from these walls are peeling, because of moisture which either comes in through the masonry, or perhaps is due to the composition of the plaster.

Together with the group of female prisoners was a Polish woman said to be 28 years old, with a 7 year-old child. The presence of the child in the same room with adult prisoners is of course a violation

of Section 486 of the Penal Law. The woman was found wandering about a section of Buffalo at two o'clock in the morning, and after engaging in a hard scuffle with a policeman, was placed under arrest and charged with vagrancy. She was temporarily committed, it was stated, by the City Court Judge, until arrangements could be made with some of the Polish Societies to provide for her and the child. However, despite the fact that the woman was temporarily committed, the child should have been otherwise provided for, either by commitment to the detention home for children, or the Committing Justice should have given instructions that the woman and child be provided for in a separate room in the jail. There were a number of such rooms available. The situation was not only a reflection upon the judgment of the Committing Justice, but also one which warrants severe criticism of the jailer, and of the matron in charge at the time the woman and child were received.

ESSEX COUNTY JAIL, ELIZABETHTOWN

INSPECTED BY E. R. CASS, JULY 26, 1916

The newly elected sheriff is Charles L. Pool.

RECOMMENDATIONS

1. Permanent accommodations should be at once made for female prisoners on the third floor. This part of the jail is practically unused, except for drying clothes.
2. There should be, when the population of the jail warrants it, an additional session of the Grand Jury. The plan adopted in Tompkins, Franklin and Richmond counties should be followed. In these counties an additional session of the Grand Jury is held during the month of June if the population of the jail justifies it.
3. Prisoners, especially those awaiting the action of the Grand Jury or trial, should be given exercise daily, or at least two or three times a week in the jail yard.
4. The iron work on the first and second floors of the jail should be painted a bright and serviceable color.
5. The sheriff should be supported in his efforts to develop the jail farm and plan of employing the prisoners. There is no good reason why the prisoners cannot be kept in one of the farm buildings at the farm instead of being brought to and from

the jail each day. Prisoners sentenced to Erie County Penitentiary are lodged in temporary quarters on a farm. Prisoners sentenced to State prison and engaged in road work are housed in temporary shacks some distance from the prison to which they have been sentenced. Likewise, prisoners from the Onondaga and Erie County penitentiaries were lodged in shacks on the highways when engaged in road building.

PROGRESS MADE

1. Employment under excellent conditions has been established for the sentenced prisoners in Essex County. As pointed out in the body of this report, the Prison Association has, by various means, brought to the county officials and the public the need of employing its jail prisoners.

GENERAL REPORT

The sheriff is assisted by an undersheriff, a turnkey, a matron and one guard. Population at the time of inspection 23, classified as follows:

- 19 adult males serving sentence.
- 1 minor male serving sentence.
- 3 adult males for the grand jury.

The cleanliness and order of the equipment throughout the jail was satisfactory. The iron bar work on the first and second floors is much in need of paint.

No definite provisions have as yet been made for the accommodation of female prisoners. As pointed out in our previous reports, there is available room on the third floor of the jail for the installation of cells for females. The October 1915 Grand Jury of Essex County also emphasizes the need for female quarters. Under the present conditions, while males and females can be prevented from commingling, they are nevertheless in close proximity, almost in sight of each other and can very easily communicate.

As pointed out in previous reports, Essex County is one of the very few in which there are only two sessions of the Grand Jury each year. This situation is unfortunate and perhaps unjust in many instances. All three prisoners awaiting the action of the Grand Jury at the time of this inspection were received at the jail on May 16, 1916, and must wait there in close confinement and without physical or mental activity until September 17, 1916. At

that time they might be indicted or permitted to go free, for lack of evidence or other reasons. Cases of this kind are frequent in this jail.

Employment for inmates of the jail serving sentence has been most strongly urged in our previous reports. This has been done by direct communication and interviews with county officials, also by submitting inspection reports, and statements of employment activities in other counties to the Board of Supervisors of Essex County. Further, by distributing specially prepared articles for the newspapers of the county, and also supplying them with our inspection reports. This campaign has been carried on for nearly three years.

Recently, the county has purchased for \$4300 a 257 acre farm, 85 acres of which can be used for raising vegetables. The remainder consists of pasture land, timber and quarry. At the time of this inspection, the usual number of idle prisoners was not found in the jail but instead, 18 out of a total of 23 were busily engaged at hard work on the farm. Their employment consisted of constructing a barn, repairing sheds, farming, breaking and hauling stone. The farm is about two miles from the jail and the prisoners walk from the jail to the farm each morning and back again at night. It was suggested that the prisoners be kept in a shack on the farm.

The possibilities of making this farm an important means of contributing toward the cost of maintaining the prisoners are unlimited. Even now, butter, eggs and milk are supplied to the jail. The sheriff, in constructing the barn, has arranged with a local lumber dealer to supply him with dressed lumber at present without cost, and in turn, the sheriff promises to give to the lumber dealer during the fall and winter months fresh cut logs from the timber land on the farm. This is indeed a commendable use of natural resources.

During the winter months, besides cutting lumber, it is also planned to use the jail labor in wharfing and changing the course of the stream which runs through the farm. This will avoid washouts in the spring. The prisoners will also be employed at quarry work and the preparation of stone for local highways.

Subsequent to this inspection and the ending of our fiscal year, the following information has been received from the sheriff of Essex County:

There were employed on the farm in the period beginning May 13, 1916 and ending October 31, 1916, 51 different prisoners with

a total of 1700 days of work. The following figures have been taken from the sheriff's report to the County Board of Supervisors showing the financial operations of the farm:

SALES AND SAVINGS.	
Received for vegetables, milk and eggs sold.....	\$1,965 14
*Net saving to county in transportation and board by not sending prisoners to Albany County Penitentiary.....	738 00
	<u>\$2,703 14</u>
EXPENDITURES AND INTEREST.	
Cost of free labor.....	\$395 75
For fertilizer, seeds, tools, etc., purchased.....	224 76
Interest lost by money invested in the purchase of the farm.....	153 08
Total expenditures.....	<u>\$773 59</u>
Total sales and savings.....	\$2,703 14
Expenses and interest.....	773 59
Balance surplus as profit.....	<u>\$1,929 55</u>

The profits represented by \$1929.55 show a return of about 44 per cent. on the original investment, that is on \$4300, the cost of the farm. However, it should be noted that the profits obtained are not entirely earned from the farm but due to some extent to a change in the system of handling the prisoners; that is of retaining them in the county jail instead of sending them to a county penitentiary. This undoubtedly shows that the old system of sending men to the penitentiary was not only unsatisfactory from the standpoint of treatment for the offender but also as a business proposition, more costly to the county. In order to determine the true profits from the farm operations, it does seem that in the future the cost of transportation to and the board of prisoners at a penitentiary which is automatically saved by the new system, should be omitted and instead there should be charged up against the farm operations the cost of maintaining all sentenced prisoners in the jail. This will result in an apparently lower rate of profit, but in no way depreciate the value of the system of employing the sentenced prisoners on the jail farm.

*Cost of transporting and boarding prisoners at the penitentiary plus officers' fees for the above period would have amounted to \$1,614. The cost of boarding in the jail and transporting to the jail for the same period, prisoners who would have ordinarily gone to the penitentiary, was \$876. The difference between \$1,614 and \$876, or \$738, is a net saving to the county.

FRANKLIN COUNTY JAIL, MALONE.

INSPECTED BY E. R. CASS, JULY 23, 1916

Sheriff, F. S. Steenberge.

RECOMMENDATIONS

1. The jail should be enlarged so as to prevent the placing of two prisoners in a cell, and the unlawful commingling of the various classes of prisoners and adults and minors.
2. A jail yard should be provided especially for prisoners awaiting court or action of the Grand Jury.

PROGRESS MADE

1. The deadlock which existed between the sheriff and the county officials, relative to the services of an additional guard to conduct the farm, has been eliminated so that now the farm is in operation. In our reports and in correspondence with officials, the immediate adjustment of the misunderstanding has been urged, so that the employment of the prisoners should not be retarded.
2. The objectionable plumbing equipment has been removed and modern facilities installed. In our previous reports, the need for such an improvement was strongly emphasized.

GENERAL REPORT

The total population at the time of inspection was 15, classified as follows:

- 3 adult males for the Grand Jury.
- 1 adult male for examination.
- 10 adult males for serving sentence.
- 1 adult male United States prisoner.

Since the last court session in March, the population has averaged between 17 and 18 daily. With such a small number, the need for additional cells is not evident. However, the population in the past, and the possibility for an increased population in the future, shows that the number of cells is not sufficient for the needs; and necessitates doubling-up and other undesirable crowding and commingling.

The jail throughout was clean, and the equipment satisfactorily arranged. The inmates had no complaints to offer as to the food or the treatment received.

Many improvements have been made, chiefly the installation of new toilet equipment and painting. On the first floor, the cell in the southeast corner has been furnished with two new iron-enamelled toilet bowls, a shower bath and a wash basin with hot and cold water. Also one general wash-sink for the cleaning of mops, pails, etc. The same improvements have been made in the cell on the southeast corner on the second floor. No change has been made in the cells on the third floor, because these are equipped with toilet and wash basins. The female section has been painted, and one of the cells has been equipped with shower bath.

The county jail farm is now in operation. The sheriff has been allowed the services of a guard for certain seasons of the year. Also, in the spring of 1916, prisoners were employed on the village highways at repairing and cleaning. It is the impression that the establishment of employment for the inmates of the jail has had a salutary effect on keeping recidivists from the jail. The record of the number of the men employed in connection with the farm is as follows:

During the month of May, nine different prisoners were employed for a total of 31½ days.....	31½ days
In June, thirteen different prisoners were employed for a total of 77 days.....	77 "
In July, thirteen different men were employed up to the time of inspection, with a total of.....	75 "

Much of the labor on the farm for this year is required to improve the condition of the land by clearing it of stone, quack grass, burying stone, etc. It is hoped to get a good crop of grain and also potatoes and beans. Four or five acres of hay have been cut and it is expected about 10 more will be cut. Now that farm work has been started after much delay, and the results show that much good can be accomplished, the move should have the undivided support of the county officials and citizens.

FULTON COUNTY JAIL, JOHNSTOWN

INSPECTED JULY 20, 1916, BY E. R. CASS

Sheriff, William J. Shepard.

RECOMMENDATIONS

1. Some of the available ground on one side of the jail should be enclosed as a jail yard. Outdoor exercise is essential.

2. With some additional construction above the kitchen, hospital rooms and reception quarters can be provided.

GENERAL REPORT

Population was 4:

- 2 minor males for the Grand Jury.
- 1 adult male serving sentence.
- 1 adult male for the Grand Jury.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail. The prisoners were satisfied with the food and with their treatment at the hands of the sheriff and his assistant.

On the first floor a 19-year-old boy and an adult were permitted to commingle. It was stated by the sheriff's assistant that the adult was well known to him and that he had no fear for the young boy. He further stated that the boy was not completely segregated in accordance with the law, because he felt that to keep the boy entirely alone would be imposing an unnecessary hardship. While there is no doubt some truth to this, the inspector impressed upon the assistant that the law was framed for the protection of juveniles and therefore it should be observed as much as possible. An 18-year-old boy, also under commitment in the jail, was allowed the use of the open ground on one side of the jail. It was also stated by the assistant that the sheriff gave this young country lad a little extra liberty because he was moved by pity for the boy. Such practices, when combined with good judgment and careful supervision, are not objectionable.

GENESEE COUNTY JAIL, BATAVIA

INSPECTED BY E. R. CASS, JUNE 28, 1916

Sheriff, F. Edgerton.

RECOMMENDATIONS

1. New mattresses should be provided, also sheets and pillow cases.
2. The iron work of the jail should be painted a bright color, so as to give a more cheerful atmosphere within the jail.
3. The cement work in the toilet niches and the toilet bowls should be kept cleaner.
4. A prisoner serving sentence should be assigned to do janitor work, such as cleaning the cells and corridors, and making the beds for those men who leave in the morning for the farm.

5. The plan of employment should be continued and earnestly supported by the county authorities.

6. There should be more than three Grand Jury sessions during the year. Much hardship and injustice is imposed frequently upon prisoners who are unable to obtain bail. It is a practice in some of the counties of the State to hold a special session of the Grand Jury during the year, thus breaking up the long time intervening between the regular sessions.

7. Provision should be made for receiving new prisoners at the jail. There is plenty of available room in the basement for the installation of one or two extra cells, to detain men who are brought in late at night. In this connection, there should be installed a fumigating apparatus and bathing facilities, so that when a prisoner is received his clothes can be removed and fumigated. He should be made to bathe thoroughly, and should receive a jail uniform, consisting of overalls, socks and a shirt, before he is assigned to a cell in the jail proper. This system is in vogue in several counties in the State, and the sheriffs of those counties speak very highly of its merits, stating that it is the only sensible and practicable method for keeping the jail free from vermin.

GENERAL REPORT

The sheriff is assisted by a jailer, matron and a female cook.

Population 11:

- 8 adult males serving sentence.
- 2 minor males serving sentence.
- 1 minor male awaiting examination.

The general condition of cleanliness throughout the jail was good, yet more care should be exercised with details. For instance, the toilet bowls and the improved bases of the toilet niches in some of the cells could have been much cleaner.

Many of the beds were not made up. The mattresses are too wide for the iron frames of the hinged beds, and because of this, together with their unclean and worn condition, they presented an unsatisfactory appearance. It was stated that new mattresses of a proper size have been ordered. Sheets and pillow cases are not supplied. This should be done in order that the equipment may compare favorably with most of the jails in the State.

There were only four prisoners in the jail at the time of inspection. The remaining 7 were at work on the County Poorhouse farm, located about 9 miles from the jail. Apparently, the men are not

expected to clean their cells and make their beds before they leave. There should be one or two men left in the jail to do the janitor work.

The county authorities are to be commended for authorizing the employment of jail inmates on the County Poorhouse farm. This is a definite step forward in genuine prison reform. The system was established in the fall of 1915. It was stated that about 6 men work daily on the farm. As yet, no men have escaped, although men are transported back and forth a distance of 18 miles a day, in an auto truck, and under the supervision of one guard. Men working on the farm receive better rations than the prisoners who do not work. It was further stated that so far the work has proved very satisfactory.

GREENE COUNTY JAIL, CATSKILL

INSPECTED BY PHILIP KLEIN, JULY 19, 1916

Sheriff, Charles A. Post.

RECOMMENDATIONS

1. The system of paying the sheriff \$2.80 per week per man for the board of prisoners should be discontinued. The sheriff should purchase whatever is necessary for the maintenance of the prisoners and bills should be paid by the Board of Supervisors.
2. The amount of food served should be increased, especially in respect to bread, and a better variety should be allowed for every meal of the day.
3. Court prisoners should be given daily exercise in the yard, under proper supervision.
4. An assistant jailer should be employed to relieve the present officer. They each should serve not more than 12 hours daily.
5. Mail addressed to individual prisoners not yet convicted should not be opened by the sheriff. To do so is a violation of the Federal Postal Laws. If there is any suspicion as to the contents of letters, the prisoners should be required to open them in the presence of officers, and upon their refusal to do so, mail should be withheld from them until they are discharged. Prisoners convicted and serving sentence should authorize the sheriff, in writing, to open their mail. This is the method of disposing of mail in vogue in all the largest prisons of the State.

6. No bedding should be supplied for vacant cells until the admission of prisoners; each newly admitted prisoner should receive his bedding upon his admission into the cell, and all bedding should be immediately removed upon the discharge of prisoner, and laundered before it is again used.

7. The toilets seats, on the first tier at least, should be covered with cement surrounding the seat proper, in such a way as to drain towards the center. This will prevent rust and the accumulation of vermin.

8. All rough finished walls should be plastered and painted. The objection to the cement stucco finish on the side walls of the jail is, that the rough surface easily collects dust and dirt, despite any efforts of the management to keep it free from such.

9. A fireproof stairway should be constructed in place of the present wooden stairway, which is the only means of going from floor to floor of the jail. The destruction of this stairway in the event of fire would bring about a serious situation.

10. Sliding doors in front of the toilet niches in the cells should be removed.

GENERAL REPORT

Census on the day of inspection was 6.

3 were Grand Jury prisoners, transferred from Columbia County. 3 were serving sentences of 30 days, 4 months and 6 months respectively. There were no minors, no women, no civil prisoners or witnesses.

The present sheriff has been in office since January 1, 1916. He is assisted by under-sheriff, matron and jailer. The latter is on 24-hour duty. It has been found in other jails unwise to require any officer to be on duty, even though not constantly at work, for 24 hours of the day. It is very strongly urged that an assistant jailer be obtained to relieve for half the day.

The jail consists of 3 tiers and basement constructed on a modern plan described in previous reports. The top tier was vacant and had not been used for a long time. It was found in good condition in every respect, except that clean bedding was spread on beds. It has been found unwise at other institutions to have any bedding ready on beds before the admission of new prisoners, because it has resulted in the use of the same bedding by different prisoners. The jailer stated that bedding is removed upon the discharge of the prisoner no matter for how short a time he has occupied the cell. It was found, however, that in at least three cells bedding had been left on, probably through oversight, and had been used by successive pris-

oners. That is neither sanitary nor conducive to a high standard of self-respect and decency. It is urged that all bedding be removed immediately upon the discharge of individual prisoners, and that clean bedding be supplied to each individual as he is admitted. In other respects, considerable care seems to have been bestowed on the general appearance and cleanliness of the jail. Parts of the iron work and equipment of the cells have been painted by the jailer. The room used for civil prisoners or witnesses was in good condition. Sheets and pillow cases were said to be changed weekly.

There has been no attempt to replace the wooden stairway now giving the only access to the different tiers of the jail by fireproof stairs, despite repeated recommendations. The supply of bedding, towels and toilet paper was good. The water pressure in the flush boxes of the toilets was very poor on the two upper floors of the jail. On the second or middle tier, there was only one prisoner. Some of the seats in the toilets on this tier were found rust-eaten. The niches are supplied with sliding doors. It has been found advantageous in other jails to remove these sliding doors.

On the first tier, the only one at all used to any extent, much of the iron work is in need of paint. The water pressure on this tier was good. The general condition of the basement, tramp room and store rooms was good. The rough brick and cement finish in the basement and in some parts of the upper floors has not been covered with a smooth sanitary surface or painted, despite frequent recommendations in previous inspection reports.

Tramps housed at the jail are brought before the justice of the peace the following morning. The free lodging of transient tramps, practiced in some counties, is not in vogue here.

Of the six prisoners constituting the jail population on the day of inspection, one was working at the sheriff's residence. All of the remaining five were interviewed and all of them complained about the food. This is one of the counties where the sheriff is given a per capita per week allowance for the sustenance of prisoners. The evils of this system have been frequently pointed out by the Prison Association. At this particular jail, under the previous administration, no complaints had ever been offered by prisoners in regard to the food. At this time complaints were unanimous; especially the amount of bread and meat served and the monotony of having beans with bread and tea for supper on successive evenings were criticised. Inspection of two meals on this date corroborated the complaint of the insufficiency of bread served. The quality of the food was good. The matter was fully discussed with the matron and she stated that

she would be willing to supply more bread, but that a general increase of amount and quantity was out of the question, at the rate paid by the county, namely \$2.80 per capita per week. No exact accounting is kept of the exact cost of sustenance, so that the actual cost of feeding cannot be ascertained. On the basis of experience at other institutions it would seem that 40 cents per day ought to be ample. The above situation again emphasizes the inadvisability of the system now in vogue. It would be very much wiser if the sheriff were allowed to expend whatever is necessary for the feeding of prisoners and presented the bills to the Board of Supervisors for payment, so that there might be no question of profit or loss on the part of the sheriff. This is the method obtaining in over fifty counties in the State.

There is a jail yard in connection with the building, but it is never used for giving outdoor exercise to any of the prisoners. The principal reason given is the impossibility of supervision with only one jailer on 24-hour duty. This explanation seems reasonable. There should be an assistant jailer employed, and daily outdoor exercise should be allowed. Other complaints on the part of the prisoners related to the short time allowed for visitors to the prisoners, and to the fact that the sheriff opened the mail addressed to prisoners. It was pointed out to the sheriff that this procedure is in violation of the law, and he stated that he would discontinue it.

The general cleanliness and order of the jail were good. The institution is also used as town lock-up, but not very frequently.

It would be well to equip part of the basement of the jail as a dining room for the prisoners. This has been found to work well in other jails.

The supply of hot water is insufficient, and a larger water heater should be supplied. Also better laundry equipment is needed for the regular laundering of bedding and blankets.

HERKIMER COUNTY JAIL, HERKIMER

INSPECTED MAY 19, 1916, BY E. R. CASS

Sheriff, James W. Moon since January 1, 1916

RECOMMENDATIONS

1. A porcelain toilet bowl should be installed in each cell. The bucket system is now antiquated in our county jails because in

most jails each cell is equipped with a separate toilet bowl. Similar arrangements should prevail in this jail so that the cells can be locked at night, thus preventing possible immorality among prisoners, especially the younger ones, who are forced sometimes to be together with the older prisoners.

2. The retention of a larger number of sentenced prisoners in the county jail is advisable instead of sending them to the Onondaga County Penitentiary, also the employment of the same on a county jail farm. The account of the activities of St. Lawrence county, with its jail farm, demonstrates what can be done. Therefore Herkimer County should fall in line with many other counties that are employing their sentenced prisoners.

3. The towns of Herkimer and Mohawk should have lockups of their own.

PROGRESS MADE

1. The condition of cleanliness in the jail was much superior to that found at the time of our inspection of December 17, 1915.

2. Shades have been provided for the windows on the side of the lower floor, facing the street. This need was pointed out in the recommendations of our previous reports.

GENERAL REPORT

The jail staff consists of E. Keller as jailer, and Mrs. Keller as matron.

Population 11:

- 1 minor male for the Grand Jury.
- 8 adult males for the Grand Jury.
- 2 adult males serving sentence.

A satisfactory condition of cleanliness prevailed in all parts of the jail. The prisoners had no complaint to offer relative to the food, or to the treatment accorded them by the sheriff and his staff. The jail is used principally for the detention of prisoners serving sentences of 15 or 20 days. The majority of the prisoners in the county, committed for crimes other than a felony, are sent to the Onondaga County Penitentiary. This entails considerable expense for the transportation of prisoners and guards, and also reduces the jail population, so that there is usually an insufficient number of prisoners serving sentence, to justify a jail farm or work on the highways. If more prisoners were kept in the county jail, work on the highways or on a county farm could be undoubtedly established to the advantage of the county. This has been proved in other counties of the State.

The jail is still used as a town lockup for the towns of Mohawk and Herkimer. Since the first of January of this year, 26 prisoners from the town of Mohawk have been received at the jail on temporary commitments, to be held prior to their appearance before a police court Justice. From the town of Herkimer, 121 prisoners under similar conditions. These prisoners are usually brought in at night, making it necessary for the sheriff or his assistants to get up at all hours to admit them. The prisoners are in most cases extremely intoxicated, unclean and disorderly. These conditions do much to increase the task of keeping the jail free from dirt and vermin, and also interfere with good discipline. Most jails throughout the State are used solely for the detention of Grand Jury prisoners and prisoners serving sentence; and not as police lockups. It is deplorable that the town of Mohawk, with a population of nearly 8,000, has no police lockup available. A town the size and character of Herkimer is likewise to be criticised. Throughout the State many towns much smaller than Herkimer or Mohawk have police lockups, and do not impose an unfair and improper burden upon the sheriff and his staff.

JEFFERSON COUNTY JAIL, WATERTOWN

INSPECTED BY E. R. CASS, JULY 22, 1916

Sheriff, Charles S. Hosmer.

RECOMMENDATIONS

1. The employment of prisoners should be further developed, so that the labor of a larger number of prisoners can be utilized.
2. Heavy wire screens should be placed on the windows in the basement of the jail, to prevent the passing of contraband goods into the jail.
3. Permanent arrangements should be made to prevent easy access from the second to the third floor. Keys to the female section should be in possession of the sheriff and matron only.
4. There should be installed in some part of the basement or third floor a fumigating apparatus, so that the clothes of new prisoners can be thoroughly cleaned and stored in the numerous lockers which are now available on the third floor. Without a fumigating apparatus these lockers should not be used, because they are of wood, and will easily become filled with vermin. The fumigating apparatus need not be an expensive affair. For

example, a large-size packing case can be lined with tin, and a door placed on it. Formaldehyde torches can be set into the case as the fumigating agent. Sulphur should not be used, as it is detrimental to the clothing. Prisoners should be supplied with uniforms (not striped). Brown or blue overalls and jumpers are sufficient. With an arrangement of this kind, the task of keeping the jail free from dirt and vermin will be greatly facilitated.

5. Opportunity for exercise should be given to prisoners awaiting the Grand Jury and also to those serving sentence who are not employed outside of the jail. If such opportunity cannot be conveniently arranged for in the jail yard, there should at least be some chance given for exercise in the outside corridors of the jail. Close confinement without sufficient exercise is bound to impair one's health, and even in the case of prisoners this should not be overlooked.

PROGRESS MADE

1. The result of the increased activities on the part of the sheriff in connection with the employment of the sentenced prisoners, indicates that our recommendations and activities for the establishment of employment for the prisoners have not been in vain. While a start was made in this work last year, the activity this year completely eclipses all others in this county.

2. An electric rotary washing machine has been provided. This recommendation has been made repeatedly in our previous reports.

GENERAL REPORT

Population 26:

Adult males serving sentence	13
Adult males awaiting Grand Jury and trial.....	10
Adult male United States prisoner.....	1
Adult females serving sentence.....	2

A high standard of cleanliness was found to exist throughout the jail. The sheriff and his staff are to be commended for their efforts in this direction.

Jefferson County is now putting into practice the employment of jail prisoners serving sentence. It is evident that the sheriff is conscientiously endeavoring to obtain the best results. The county authorities have authorized the use of approximately 6 or 7 acres of the county tuberculosis hospital site, as a jail farm. On an average, from 3 to 8 men have been employed daily in the cultivation and general improvement of the land. A large crop of potatoes is

expected. The value of these, together with funds derived from the sale of hay, will contribute materially toward the cost of maintaining the prisoners. It is planned to employ the prisoners in the fall and winter at stone-breaking, and also in constructing roads on the tuberculosis hospital site. Now that a good start has been made, it is strongly urged that the county authorities support the move in every detail, so that the sheriff can obtain the maximum results. Many other counties in the State are serving as examples in the employment of prisoners, and it is to be hoped that Jefferson County will rank well with these.

Prisoners, when they are now admitted to the jail, are made to bathe thoroughly, and if their clothes are in a very unclean condition, they are destroyed and others provided. However, no regular fumigating apparatus has been installed and no system of providing jail clothing has yet been established.

KINGS COUNTY JAIL, BROOKLYN

INSPECTED JULY 13, 1916, BY PHILIP KLEIN

Sheriff, Edward Riegelmann.

RECOMMENDATIONS

1. Access for the civil prisoners to outdoor exercise in the jail yard of the City Prison Brooklyn should be obtained at the earliest possible moment. As shown in the body of the report, this improvement is absolutely necessary and the failure to obtain it is inexcusable. It is plainly a neglect of duty and a lack of humane interest that are responsible for the present condition.

2. The doubling up of prisoners in the cells should be avoided except when absolutely unavoidable.

GENERAL REPORT

Census: 13 men and 1 woman, of whom one was in Cumberland Street Hospital. They were held as follows:

- 4 for alimony proceedings.
- 4 for contempt of judgment.
- 5 as witnesses.

Several of the men have been confined at the jail for a number of months, and one, a Federal prisoner, for 16 months. No outdoor exercise is given to any of the prisoners. Regardless of the repeated recommendations by the Prison Association and of numer-

ous conferences and letters, there has been no change in this respect since the opening of the institution almost three years ago. There is a spacious yard adjoining the building and used by the inmates of the City Prison Brooklyn under the jurisdiction of the Department of Correction. The civil prisoners have before them the daily spectacle of outdoor exercise allowed to prisoners detained on a criminal charge, while they, themselves, are not granted the privilege. There is no exit at present from the civil jail to this yard. Such an exit could be easily cut at an expenditure estimated at less than \$150. The sheriff of Kings County who has charge of the prisoners in the civil jail, and the President of the Borough of Brooklyn, under whose jurisdiction construction work of this nature comes, could seemingly with ease in the past two and one-half years have obtained the necessary appropriation for obtaining access for prisoners to the yard for outdoor exercise. Instead of endeavoring to do so, however, they have disregarded recommendations to this effect, have confused this very simple issue with irrelevant issues, and have passed the responsibility for the condition back and forth to each other and to the Department of Correction, under whose jurisdiction the adjoining City Prison is administered. The inspector can see no legitimate or reasonable excuse for the absolute unwillingness on the part of the proper authorities to do what is clearly their duty, to take the proper steps for obtaining access for their prisoners to the outside.

Repeated investigations and attempts on the part of this Association to bring about the cooperation for effecting this important and very cheap improvement, have been ineffective by the apparent lethargy of the officials responsible for the situation.

The staff of the jail cannot be held in any sense responsible for the above condition.

The present warden is Matthew T. Meagher.

Deputy warden, Lawrence F. Carrol.

Bookkeeper, A. C. Moran.

Physician, Dr. S. A. Lewis.

There are in addition, 8 keepers, 3 matrons and 1 cleaner.

The condition of the jail as a whole was found satisfactory, except that there were 10 inmates confined in the 8 cells on the first tier, which meant the doubling up of four men. While there are 8 more cells on the tier above, four of which belong permanently to the male department, there will be no reason for allowing doubling up of any prisoners. Upon questioning prisoners, no complaints were offered in respect to treatment, food, cleanliness or any other matters.

LEWIS COUNTY JAIL, LOWVILLE

INSPECTED JULY 21, 1916, BY E. R. CASS

Sheriff, G. O. Jeffers.

RECOMMENDATIONS

1. A new jail should be built outside of the town, on sufficient acreage so that a fairly large farm can be maintained.
2. There should be more than two sessions of the Grand Jury during the year. In Tompkins County, for example, where only two sessions of the Grand Jury are regularly held, a special session is held in the month of June of each year if the population of the jail justifies it.

PROGRESS MADE

1. Although conditions are still unsatisfactory, some attempt has been made to improve the jail. These improvements, namely the construction of better floors between the different tiers on each side of the cellblock, painting of the cellblock, and the additional purchase of more mattresses and blankets, are in accordance with recommendations made in our previous report.
2. The matter of a new jail and of the acquiring of a jail farm is being discussed by officials and citizens, but as yet nothing definite has been done. In our reports, which have been sent to the county officials and to the press in the county, we have urged the new jail and a jail farm.

GENERAL REPORT

Population: 1 adult male serving sentence.

This small jail structure, with its solid stone cellblock and damp, vault-like type of cells, with wet floors, is still in use. The condition of dampness prevails particularly on the first floor. The cells are dark and ill-ventilated. The proper separation of males and females, juveniles and adults in accordance with the requirements of the law, is practically impossible. While the improved floors between the two sections on each side of the cellblock make contact between prisoners in the upper and lower sections more difficult, yet conversation between all the prisoners in the jail cannot be prevented; so that if men, women and boys are confined at the same time, a serious and undignified condition exists. Women are not very frequently held in the jail; but, nevertheless, there have been women committed while men were also held, and no one can tell

what the future holds in this respect. Aside from the serious absence existing of facilities for the proper separation of the sexes, the fact that there is always the presence of much dampness in the jail makes it inhumane to confine any person within this small area for any length of time.

With only two Grand Jury sessions a year, a gross injustice is imposed upon those who are unable to obtain bail. The long period of confinement between April and September, with a possibility of being liberated at the expiration of that time for lack of evidence, and with perhaps impaired health, represents a disgraceful condition. The case of one man who was held for 9 months awaiting trial, is an example of the unnecessary hardship that can be imposed.

The one prisoner was satisfied with the treatment accorded to him by the sheriff. There was cleanliness and order in all parts of the jail.

LIVINGSTON COUNTY JAIL, GENESEE

INSPECTED FEBRUARY 11, 1916, BY E. R. CASS

Sheriff, G. M. Root.

Population at the time of inspection, as follows: 8 adults males serving sentence; 1 adult male held for trial.

A fair condition of cleanliness prevailed throughout all parts of the jail. The jail would have been satisfactorily clean if some of the prisoners had dusted the bar work in the corridors and in front of the cells. The bedding in some of the cells was not carefully arranged.

The jail is still used as a lockup for several of the towns adjacent to the county seat. This practice is entirely unsatisfactory.

At a meeting of the Board of Supervisors prior to this inspection, a Committee was appointed to study the possibilities of utilizing the labor of the sentenced jail inmates. It has long been felt by the county officials that the practice of sending the sentenced prisoners to the Monroe County Penitentiary resulted in a large expenditure of county funds and deprived Livingston County of the benefits of the labor of its prisoners. As a result of the work of this Committee, the following resolution, addressed to the Magistrates of Livingston County, was passed by the County Board of Supervisors on May 1, 1916:

Resolved, That the sheriff of Livingston County be and he hereby is authorized to cause such of the prisoners who are confined under sentence in the jail of said county, and who are capable of hard labor, to be employed in the county buildings and upon the court house grounds, in such labor as may be approved by the committee of this board on county buildings, and on the farm at the county home, in such labor as may be approved by the superintendent of the poor; and that the expense of guarding such prisoners while so employed, when certified as correct by the sheriff, shall be a county charge; and further, that the sheriff be authorized to cause such prisoners to be employed in highway labor or other public work for the County of Livingston, or any towns or villages therein, upon such terms as shall be approved by him and the highway authorities of said county, or any of such towns or villages, provided that the expense of transportation and guarding the prisoners shall be borne by the municipality by whom they are employed; and that the sheriff shall make a report to the board of supervisors at its annual meeting of the labor performed by said prisoners and the expense incurred therein, and the amount received therefor.

Resolved, That the several magistrates within the County of Livingston, who are authorized to hold courts of special sessions, and the county judge, be requested to commit all persons hereafter convicted before them, and who are sentenced to terms of imprisonment of not exceeding six months, to be confined in the county jail, whenever suitable, rather than in the Monroe County Penitentiary; and that a copy of this resolution be mailed by the clerk of this board to each justice of the peace and police justice within the county.

This action by the Board of Supervisors is highly commendable. It is hoped that the experiment of using jail labor will be given a fair chance and properly supported.

MADISON COUNTY JAIL, WAMPSVILLE

INSPECTED MAY 20, 1916, BY E. R. CASS

Sheriff, C. G. Taylor. He is assisted by a jailer and a matron.

RECOMMENDATIONS

1. That a high standard may prevail in every detail in this jail, it is necessary that sheets and pillow cases be provided for male prisoners. This is not asked for in the tramp room nor in the reception quarters. After prisoners are thoroughly bathed their beds should be completely furnished.

2. The jail yard should be used. The construction of the wall enclosing the yard was expensive to the county, and unless some good use is made of the yard, the expenditure was unnecessary. The exercising of prisoners in the open is necessary for their

health. Close confinement, even in a clean jail and with good food, is a serious detriment to good health. Inmates are thereby broken in health and spirits, and many eventually go to county poor houses and the tuberculosis hospitals. Under proper supervision, small groups of prisoners can be exercised several times a week in the yard. The absence of exercise works particular hardship with Grand Jury prisoners who are presumptively innocent until proven guilty. Furthermore, Grand Jury sessions in this county are very infrequent; for instance, a prisoner brought in at the time of inspection (May 20) must wait until October, and perhaps at that time be discharged for lack of evidence. In such cases a gross injustice has been done by keeping an innocent man so long under abnormal circumstances.

3. The wooden stairway from floor to floor is surely out of place in a jail supposed to be fireproof, and being the only means of exit from the jail, presents a fire danger. Fire extinguishers should be installed to take the place of the blue, small glass bottles that have been in the sheriff's office for three years or more.

GENERAL REPORT

Population 11:

3 adult males held for court.
8 adult males held for sentence.

A very satisfactory state of cleanliness and order was found in the jail.

The sheriff has established a system of receiving new prisoners. They are first admitted to the basement, where they bathe and receive overalls and jumpers. Their clothes are then sprayed with disinfectant and hung in wooden lockers. The use of disinfectant for clothing is not altogether satisfactory. It is, nevertheless, much better than no attempt at all to fight vermin and personal uncleanness. A fumigating apparatus would be a more satisfactory equipment. A large packing case lined with tin, with a door at one end, and a small vent at the top, used with formaldehyde torches, will give good results.

During the winter months, the sheriff devised a novel scheme of saving money for the county. One of the prisoners serving sentence of 89 days was an expert at shoemaking and repairing. The sheriff bought some necessary tools and had this man repair the shoes of prisoners. The further use of inmate labor in such ways is commendable.

It is indeed encouraging that the Board of Supervisors have increased the jail farm land from $1\frac{1}{2}$ to $8\frac{1}{2}$ acres. All of this land is under cultivation. Attempts have been made without success to purchase a much larger piece of land adjacent to the county property. We are gratified that the sheriff and the Board of Supervisors have considered our recommendations relative to the employment of prisoners.

The prisoners spoke well of the treatment accorded them by the sheriff and the jailer, and were satisfied with the food.

As a result of our recommendations, sheets and pillow cases are now provided for the female prisoners.

MONROE COUNTY JAIL, ROCHESTER

INSPECTED FEBRUARY 10 AND JUNE 23, 1916, BY E. R. CASS

Sheriff, Charles S. Owen.

PROGRESS MADE

1. The iron bar work in the new wing of the jail has been painted a bright gray color and makes a good appearance.

GENERAL REPORT

Population on June 23 was 29:

- 1 adult female awaiting deportation.
- 4 minor males for the Grand Jury.
- 11 adult males for the Grand Jury.
- 13 police court cases.

The highly satisfactory condition of cleanliness, and the evidence of efficiency, established by the present sheriff and his staff still prevail. It is very gratifying to note the improved conditions and the many changes made by the present sheriff. A sheriff who is interested in his work and anxious to discharge his duty to the best of his ability, can accomplish much.

The kitchen has been enlarged by the construction of an addition, and also re-equipped with a gas range and stationary cooking pots. This change admits much natural light into the kitchen and also makes it possible for steam and cooking odors to escape. It also provides a suitable dining room for the jail staff.

Since February, 1916, a coal-burning hot water heater has been installed to take the place of the three gas-burning heaters used previously. These gas ranges, while they give fairly satisfactory ser-

vice, consume a large amount of gas. The present apparatus requires very little attention, gives splendid service and consumes very little coal, the cost of which represents a great difference as compared with the cost of gas used by the old apparatus.

As usual, the female section was very clean and orderly. An excellent change has been made in the form of a screen-door-and-cage arrangement at the top of the stairway leading from the second floor to the female section. The sheriff is to be commended for the precautions he has taken. It now impossible for male prisoners detained on the floor below to have access to the female section, in the event of the matron's absence.

A new opening has been made between the new addition of the kitchen and the south side of the jail. This facilitates the passing of food to and from the jail. Also on the south side, east end of the jail a refuse chute, connecting directly with barrels in the yard, has been constructed. This expedites the disposal of refuse. There is also a hose connection, making it possible to flush the chute.

The prisoners were well satisfied with the food and treatment accorded to them. The sheriff, who has in accordance with our recommendations experimented with aluminum eating utensils, now has a full equipment of the same, with the exception of 5 or 6 agate-ware plates. The only criticism made is that aluminum bowls and cups become so hot when coffee or hot stew is placed in them, that they cannot be easily conveyed from place to place. However, they give excellent wear and are easily kept clean.

MONTGOMERY COUNTY JAIL, FONDA

INSPECTED BY E. R. CASS, JULY 20, 1916

The jail is under the supervision of Sheriff Elmer E. Folsbee.

RECOMMENDATIONS

1. The iron work in the jail should be painted a bright, serviceable color. To delay this is false economy. The base of the toilet niches should also be painted.
2. The cleanliness throughout the jail, particularly the window panes, window frames, floors and corridors, and the interior of cells, should be greatly improved.
3. A room in the basement should be fitted up as a reception room. There should be bathing equipment and a fumigating apparatus. After the prisoners bathe thoroughly, they should be

given a jail uniform consisting of overalls and jumper, and should be then assigned to a cell in the jail proper. Their clothes should be fumigated and not returned to them until they are ready to be released.

4. The floors of the jail should be repaired so as to prevent leakage from one floor to another.

5. The floors of the various shower-bath compartments should be repaired.

6. A section of the basement should be used as a messhall so that it will not be necessary to feed the prisoners in their cells. Collapsible tables, such as are used in the Troy Jail, should be installed.

7. A fence should be built around one side of the jail, or the windows securely screened with a fine steel mesh.

8. A salaried matron should be provided. It is unfair to expect any woman without being duly compensated for her services, to deal with the type of woman who usually gets into jail.

9. The jail yard should be made reasonably proof against escape, and then used for the exercise of prisoners.

10. Section 92 of the County Law should be observed so as to properly separate adults and minors and prisoners serving sentence from those awaiting Grand Jury or held for examination. This jail is sufficiently large, and so designed that some satisfactory separation can be had.

11. Prisoners should be employed at farm work or on the highways. Most of the counties are now employing their sentenced prisoners, or negotiating for use of the jail labor in the near future.

PROGRESS MADE

1. A few of the prisoners are employed at farm work. This shows that there is some hope of Montgomery County falling in line with many of the others, as a result of our campaign for the employment of jail labor.

GENERAL REPORT

Population at the time of inspection numbered 28, divided as follows:

- 2 adult males for examination.
- 3 minor males serving sentence.
- 22 adult males serving sentence.

On the first floor, east and west side, there was a generally disordered condition. On the west side, numerous cigarette ends were carelessly thrown about on the floor, also many burnt matches. Two 17-year-old boys were in the same section with adult prisoners. There was no good reason why the law relative to the separation of adults and minors should not have been observed. Also, on the first floor, there was much evidence of dust and cobwebs on the bar work and windows. The second and third floors were not satisfactorily clean; much dust was particularly on the bar work and the window frames. With the large number of prisoners serving sentence, even though the sections in question were not in use, there was no reason for the presence of an unnecessary amount of dirt.

Although this is a new jail, the condition of cleanliness has not been wholly satisfactory. At the time of several previous inspections there has always been some excuse offered about the uncleanness. The ill health of the sheriff and numerous outside duties have been emphasized by the jailer. However, in other counties of the State where jails almost of similar size and of the same design are managed by a sheriff and a jailer, a much better condition of cleanliness and order has always prevailed.

Due to inferior construction work, the second and third floors cannot be flushed with water. If this is attempted, the water leaks to the floors below, causing damage. This condition has existed for some time and should be remedied.

The leaking of the toilets in the cells on the first floor causes an obnoxious odor of urine in the utility corridor on the first floor. This should be remedied.

While the jail is new, the apparent neglect as to the cleanliness and upkeep will soon cause the outlay of much money for repairs, etc. The bar work and the base of the toilet niches should be safeguarded from rust by the application of paint. The bar work at present is perhaps in a worse condition than that of any other jail in the State of approximately the same age.

The prisoners had no complaints to offer relative to the food served to them, or to the treatment at the hands of the sheriff and his assistant. The cleanliness and order in the kitchen was far superior to that of any other part of the jail.

The fumigating apparatus has not been installed. The present system of receiving prisoners and handling of their clothes is somewhat haphazard.

It was reported by the jailer that the Board of Supervisors had rented approximately 3 or 4 acres of the sheriff's own private farm.

This land was to be used for the employment of jail prisoners. Two prisoners were said to be at work on the farm on the day of inspection. The inspector has corresponded with the clerk of the Board of Supervisors to learn what arrangements have been made between the sheriff and Board of Supervisors for the use of the farm, and the disposition of the products of the prisoners' labor. The reply from the clerk of the Board states that no such agreement exists between the sheriff and the Board of Supervisors. The sheriff has recently stated that the jailer misinformed the inspector. He also states that prisoners have been working on a piece of land on his farm and that the vegetables are used for the prisoners and also by the sheriff.

NASSAU COUNTY JAIL, MINEOLA

INSPECTED BY PHILIP KLEIN, APRIL 22, 1916

Sheriff, Stephen P. Pettit; Warden, W. E. Holts.

RECOMMENDATIONS

1. The disgraceful conditions in the tramp-room described in the body of this report are due to the system of housing prisoners with short terms, which is entirely at variance with modern principles and is chiefly attributable in the present case to the lack of sufficient amount of cell accommodations. Furthermore, there is no room that can be used as a hospital room. It is therefore strongly urged that the county jail be enlarged so as to provide sufficient cell accommodations to discontinue the present tramp-room system and to supply a much needed hospital room.

2. The spacious yard of the jail should be utilized in giving all prisoners outdoor exercise. The time of the prison staff can be so reorganized as to provide the necessary force for adequate supervision of prisoners while exercising in the yard.

3. Small tables should be supplied in every cell. This can be done at comparatively small expense and will make for very much better conditions of order and cleanliness.

4. No bedding should be kept in unoccupied cells. Each incoming prisoner should be given clean bedding at the time of his admission, and should take such bedding to the cell himself. Upon his discharge he should return the bedding, which should not again be used until it has been completely disinfected and laundered.

5. All prisoners' clothing requiring laundering should be laundered and dried in the institution laundry. The cells and corridors should not be obstructed by the hanging of clotheslines and half-laundered clothing.

6. The old fashioned, insanitary privy in the yard should be immediately removed.

7. The custom of appointing the sheriff's wife as matron should be discontinued, unless the sheriff resides at the jail. If another officer resides at the jail, that officer's wife should be appointed matron. If there is no resident woman at the jail, then at least two non-resident matrons should be appointed on equal shifts.

All of the above were contained in previous reports. Recommendations in that report towards the removal of the garbage incinerator, and towards establishment of better cleanliness, have been followed. The recommendation in respect to the sweetening of tea and coffee seems to have been based on misinformation on the part of prisoners. Nevertheless the amount of sweetening could well be increased or distributed in a manner more satisfactory to the prisoners. Similarly, salt should be supplied as a matter of routine, without waiting for the prisoners to ask for it. Many of them do not know that they can get it and are not anxious to ask for special favors.

8. Attention of the jail authorities is called to the fact that the law requires the absolute segregation of certain classes of prisoners, of minors from adults, of court prisoners from prisoners serving sentence; no choice is left in the matter except in so far as the physical conditions make such segregation impossible. At the time of inspection, lack of segregation was found beyond what was reasonable under the conditions. The law should be scrupulously observed.

GENERAL REPORT

Census at the time of inspection was 55, of whom 3 were women and 52 were men. Of the latter, 44 were serving sentence, and 8 were court prisoners. Two of the men serving sentence were minors. The law of segregation was violated in several instances, both in respect to the separation of adults and minors, and in respect to the separation of court prisoners and those serving sentence. While it is true that insufficient accommodations at this prison make the absolute carrying out of the law impossible, nevertheless the extent of infraction at the time of inspection was unreasonable, in that one whole tier of cells was vacant and could have been used

for the assignment of minors. Moreover, a number of prisoners serving sentence and assigned to the tramp room should, because of their age and condition, have been retained in the cells. One old Italian, some 84 years of age, very pale and feeble, begged to be transferred to a cell upstairs.

The tramp-room still stands as a disgrace to the county. This is the only county jail within the inspector's experience, in which a tramp-room originally intended as a place for the lodging overnight of tramps passing through the town, is used for regular sleeping quarters. There are generally between 20 and 40 prisoners assigned to the tramp-room, and required to sleep on wooden boards, arranged in three tiers one above the other. The condition of the tramp-room has been considerably improved by the removal of the padded cell on rollers.

The general condition of the jail on both the male and female side was good; very little vermin was found. The cleanliness of cells and corridors was satisfactory. In the yard the old incinerator has been removed, and a new one is being constructed. The old privy is still in its place in the yard. In the shed on one side of the jail, there were some cans and some refuse piles on the floor preparatory to removal beyond the walls. The refuse should have been placed in cans rather than strewn over the floor. The concrete floor in the basement and in a number of places on the tier corridors was in very bad condition.

Bed clothes were found in a number of unoccupied cells. Not only should all bedding be removed from the cells after the discharge of the prisoners using them, and not only should they be laundered after every such use, but they should not be placed in a cell in advance of the prisoner who is to use them. Every prisoner should be given a clean set of bedding upon his arrival, and should be required to return the same at the time of his discharge. This county has not as yet made a beginning towards providing its inmates with regular uniforms such as are supplied, for example, in Orange County; nor is the prisoner's clothing regularly laundered in the jail laundry, but each prisoner is allowed to wash his own.

The inspection was made in part with a Committee of the Society of Friends, and a number of the conditions of a general character indicated in previous report, and found still unsatisfactory at the time of the present inspection, were considered and discussed.

On June 26, 1916 at the request of the Committee on Jails of the Society of Friends in Nassau County, the Board of Supervisors held a hearing on the report and recommendations made by The Prison

Association. The situation was fully discussed but no action has as yet been taken inasmuch as the Board of Supervisors thought it more practicable, apparently, to reduce the number of inmates committed to the county jail by cooperation with the magistrates rather than to increase the facilities for housing them. It remains to be seen whether this second plan proves to be feasible.

NIAGARA COUNTY JAIL, LOCKPORT

INSPECTED JUNE 27, 1916, BY E. R. CASS

Sheriff, William Shaw.

RECOMMENDATIONS

1. The present jail should be enlarged, unless provisions are made for keeping sentenced prisoners at the old county poorhouse farm. The present arrangement of the cells will always be unsatisfactory for the detention of either Grand Jury prisoners or sentenced prisoners, and therefore should be changed.

2. Exercise for jail inmates, especially those awaiting the action of the Grand Jury, is necessary. This can be arranged at least once a week, for instance on Saturday afternoon, with the aid of the two guards who ordinarily supervise employed prisoners. As the matter now stands, prisoners who are guilty of crime have more freedom and live under more normal conditions than those who are presumptively innocent.

3. The old iron type of toilet in the cells should be replaced by a heavy porcelain toilet bowl. The present toilets are insanitary and cannot be kept clean.

4. The key to the female section should be in possession of the matron only. Male employees of the jail should not enter the female section unaccompanied by the matron. This recommendation is made without reflection upon the character of any of the present jail employees, but simply as a precaution prompted by misconduct in certain other jails of the State.

5. The rubbish cans in the different sections should be emptied daily.

6. A chain with an iron weight attached to it should never be used as a means of disciplining prisoners who escape when employed outside of the jail. This is a survival of a medieval practice which is not humane. Solitary confinement in a light cell with reduced rations or an assignment to disagreeable work inside

the jail, can be used as effective means of disciplining prisoners who violate the confidence of the sheriff.

PROGRESS MADE

1. Individual towels are now supplied to the prisoners. The need for this was pointed out in our previous report.
2. A fumigating cabinet has been constructed by an inmate and installed in the basement. This will greatly facilitate the reception of new prisoners and make it possible to keep the jail free from vermin. Overalls and other necessary clothing are also provided for the prisoners while they are in the jail, if they desire it.

GENERAL REPORT

Population 50.

- 9 adult males for the Grand Jury.
- 33 adult males serving sentence.
- 2 minor males serving sentence.
- 3 minor males for the Grand Jury.
- 3 female adults serving sentence.

Since the first of the year, 425 prisoners have been committed to the jail. The population is low as compared with last year, due probably to the improved industrial conditions and also to the county probation system now established. In our previous reports it has been pointed out that the population of the jail usually exceeds the number of cells, making it necessary to resort to the undesirable practice of assigning more than one prisoner to each cell. This jail, presenting a good appearance from the outside, is in a sense an antiquated structure in the interior. There is not sufficient light in the central corridors in the court section, the two sections directly above, and in the sections of the east wing. The cells are arranged differently from those in most of our jails in the State. The fronts face into a dark central corridor, instead of facing the side walls.

The seriousness of the dark central corridor is most evident in the grand jury or court section. Here prisoners, presumptively innocent of crime, are compelled to spend the long periods of time in the close confines of the central corridor. There is no opportunity allowed for daily or weekly exercise in the jail yard, thus aggravating the unnatural and inhumane condition.

A satisfactory condition of cleanliness and order prevailed in the court section and the two sections on the floors directly above. On the first floor, east wing, one side is used by the trustees and the other boys. On the second floor, east wing, one side is used for

women and the other for boys serving sentence. All sections in this wing were clean and orderly, particularly the female section. The hospital room was unused, but was clean and orderly; likewise the trusty section on the ground floor. In this section, one cell was occupied by a federal prisoner, who was exceedingly anxious to work and complained very passionately about the effects of idleness upon him. The management was under the impression that it would be a violation of the law to allow this prisoner to work. The inspector stated that while the law prohibits the compulsory employment of prisoners not serving sentence, nevertheless it would be within reason to permit the prisoner in question to do odd jobs such as cleaning windows and bar work, etc., in the section in which he was confined.

In the solitary cell on the second floor there was a prisoner. This man had been sentenced for a period of 30 days and was so affected by his predicament that his mental condition was disturbed. Judging from his statements he was affected by delusions. It was stated that the man was under the care of Dr. Dixon, the jail physician, and that he has visited him about 15 or 20 times since June 15th. In such cases detention at the jail should not be longer than is absolutely necessary to determine whether the man is on the verge of insanity. If so, he should be transferred to a hospital where proper treatment can be administered.

The inspector is glad to report that prisoners were unanimous that the food served to them was satisfactory. This was unusual because generally in this jail, grand jury prisoners complain particularly about the food. They did, however, on this occasion complain as usual about the close confinement.

The kitchen was clean and orderly. The old-fashioned insanitary refrigerator is still in use. Better facilities should be provided so that perishable food can be preserved.

Prisoners serving sentence eat in a dining room in the basement. This enables the management to keep the jail proper entirely free from bread crumbs and other remnants of foodstuffs.

At the time of inspection, 16 prisoners were employed on the city stone-crushing plant located on the banks of the canal. The average number employed has varied from 5 to 12. Two guards are used to supervise the men. The sheriff has recently arranged with the Mayor of Lockport for the payment of 25 cents per day for the labor of each prisoner employed at the crushing plant. The city is also to supply tobacco. This arrangement is quite commendable, and if the present sum does not reasonably balance the expenditure by

the county to carry on such work, it should be increased. It was stated that the men are doing good work, and that the labor of some is worth \$2 a day. The stone-breaking and quarry work have been the only two means of employment tried in this county. In previous reports the use of the old county poorhouse farm as a means of employment has been suggested. This farm is at present leased to a resident of the county, and will not be free until March 1917. The Board of Supervisors are strongly urged to take over this farm when the lease expires. Prisoners serving sentence could stay at the farm and there be employed. Surely no better criterion can be suggested than the splendid work which is going on at the Erie County farm at Wende. While larger numbers are available in the case of the Erie County farm, nevertheless, the same can be done on a small scale in Niagara County.

ONEIDA COUNTY JAIL, ROME

INSPECTED JUNE 22, 1916, BY E. R. CASS

Sheriff of the county is William K. Harvey, who makes his headquarters at the Utica jail.

RECOMMENDATIONS

1. Oneida County should discontinue the use of two inadequate, non-fireproof type of jails in the county, and construct midway between Rome and Utica a jail which will provide adequate, healthful living quarters for the usual large number of prisoners, and also allow for their separation according to law. The cost of maintaining two jails, with the necessary cost of transportation back and forth between Utica and Rome, should be eliminated.

To temporarily improve conditions existing in the present jail the following recommendations are made:

2. Part of the jail should be used for reception quarters. Before prisoners are assigned to their permanent quarters in the jail, they should be made to bathe thoroughly and should then be provided with overalls, a shirt and socks. Their own clothing should be fumigated and kept in lockers. This system is now used in many counties in the State, and those who have tried it are convinced that it is the only sensible and practicable thing to do in order to keep both jail and prisoners clean and free from vermin.

3. Cases of venereal disease should be segregated. This could have been done at the time of inspection by assigning the sick prisoners to the second floor west side.

4. Buckets should be aired in the yard daily after they have been washed. The toilet bowls and the floors surrounding the same should be kept very clean.

5. The hot water heating apparatus should be repaired. This is not asked for as a luxury but so that human beings can keep themselves clean, or be compelled to do so. Bathing should be under the strict supervision of the jailer. It is his business to make every prisoner bathe at least once a week. This is expected of jailers in other institutions in the State.

6. Modern laundry equipment should be installed, not as a means of saving prisoners from labor but in order that the blankets, sheets and pillow cases and mattress ticks can be thoroughly and frequently washed. To rely upon each prisoner to do this work for himself as it should be done, is impracticable.

7. Rats should be exterminated from the jail. This can be helped by prohibiting the keeping of bread and other foodstuffs in cells, particularly in the Grand Jury section.

8. All prisoners should receive three meals a day. To expect to reform men by providing them with an insufficient amount of food is folly. When meat is served, a more liberal quantity should be given. If no larger quantity can be given than that which was provided at the time of this inspection, none should be given at all, because the tiny amount supplied was more irritating than nutritious. There is no reason why a meal consisting of coffee and bread or cereal cannot be given in the morning, and a substantial meal at noon; and in the evening bread and milk or tea and a mush. This is done in many jails, and Oneida County should follow the example. Jail populations are not kept at low numbers by poor feeding and wretched living quarters.

9. The pasting of pictures on the walls of the cells should not be allowed. First, because the pictures are usually of an improper character and therefore have a bad influence upon men living under abnormal circumstances, and also tend to degrade the atmosphere of a county institution. Secondly, they collect dust and dirt on the walls, and when removed leave the walls marked.

10. Prisoners transferred from the Utica jail should at the time of their release be placed upon a car by the undersheriff or jailer and their fare paid for them. They should not be given the money for their carfare.

11. Grand Jury prisoners and sentenced prisoners should not be allowed to have money in their possession while in the jail. This leads to gambling, the buying of privileges, indecent conduct

and also to theft. Prisoners who have money should deposit the same at the jail office, and draw it when necessary.

12. Close confinement for long periods in idleness within the jail undoubtedly jeopardizes the health of prisoners and makes future inmates for county poor houses and tuberculosis hospitals. Dr. Ransom, who for some 20 years as the Clinton State Prison physician has come in contact with thousands of tubercular prisoners, is of the opinion that about 70 per cent. of the inmates that come to his notice from the various State prisons received their primary tubercular infection while serving a sentence or awaiting trial in our county jails. Therefore the jail yard should be used not only as a means of breaking up the demoralizing and unhealthful monotony of a degrading daily routine, but chiefly to preserve health and thereby protect the community at large. If it is found impracticable to exercise the prisoners daily, under the supervision of the under-sheriff and the turnkey, it should be done two or three times a week. The yard is enclosed by a high fence, and an escape in the presence of two officials would not be easy.

13. The practice of sentencing men to the county jail for one year deserves serious criticism. One year in complete idleness accomplishes nothing for a prisoner or the county. To keep a man in such close confinement for so long and thereby temporarily relieve the community of his presence, probably means that the man at the time of his release will be a greater menace to the health and peace of the community than before he was sentenced, for he comes out often broken in health and more experienced in crime.

14. The close proximity of the trustees' room to the female section should be obviated. Even with the vigilance of the present matron there is danger of misconduct.

GENERAL REPORT

The under-sheriff, B. F. Agan, is in charge of the Rome jail. He is assisted by a jailer and a matron:

Total population 48:

1 adult male for the Grand Jury.

1 minor male for the Grand Jury.

1 adult male serving sentence.

43 adult males serving sentence.

1 minor male serving sentence.

1 adult male as witness.

This jail is similar in construction to the one at Utica, and therefore can also be justly termed one of the worst in the State. The old stone-vault type of cell is a relic of the past. The use of the

bucket system is deplorable. The necessity of placing two and three prisoners in one inadequately lighted and ventilated cell is a disgrace to the county and a condition unparalleled in the other county jails in this State.

The lower floor, west side, is used for the detention of court and Grand Jury prisoners. There were five prisoners in this section. One prisoner was serving sentence. It was explained that in his case it was necessary to violate the law relative to the separation of prisoners because he had attempted to escape from one of the other parts of the jail. This section was the only safe place for his detention.

There is one toilet bowl at the end of the corridor, and buckets are used during the night. These buckets are not regularly, if at all, placed in the yard during the day. It was stated that disinfectant is used in them, but nevertheless this cannot be so good a precaution against disease as fresh air and sunshine. The inadequate toilet condition, compelling all the inmates to use the same toilet, is likely to cause the spreading of venereal and other diseases.

The prisoners complained very strongly about rats, especially at night. It was stated by the under-sheriff that he is taking means to eliminate the rodents. No doubt one of the causes of their presence is the keeping of bread and other foodstuffs in the cells. Vermin is prevalent in the mattresses and blankets. There are no reception quarters to which prisoners can be taken to bathe thoroughly.

The lower floor, east side, is used for the detention of the major part of the population, that is, the short termers and tramps. There were 25 prisoners detained in this section, with only 10 cells available, thus necessitating the placing of two and three prisoners in the dark, ill-ventilated cells. The management of this section remains to some extent with the prisoners. Newcomers are said to be made to bathe by one of the prisoners, acting as a janitor, and are also assigned to a cell by him. Of course, the prisoner is not qualified to judge the physical and moral condition of the prisoner at the time of admission, and it undoubtedly often happens that injudicious assignments are made to the cells. It was stated by the management that each prisoner is supplied with clean sheets and pillow cases and a fresh blanket, also a clean towel. However, this was denied by some of the prisoners, who stated that they received unclean bedding and an unclean towel at the time of their admission, and had to wash the same before using.

The large number of prisoners herded together in this small dark section presented a sad sight. There were young men and old men, associating promiscuously. In general this section was a dis-

ordered condition; that is, the beds were unmade, the floors unswept, the refuse cans uncovered and some of the refuse scattered about the floor, in the section near the toilet. Again, in this section is found the inadequate toilet equipment, making available only one toilet for the usually large number of prisoners. This toilet was very unclean. One of the prisoners was afflicted with gonorrhoea, and very likely a second prisoner was similarly infected. The fear of contracting this disease from a common toilet was prevalent among the prisoners. One of the prisoners had been seen by the physician, but apparently no instructions had been given to segregate him. It was stated by the under-sheriff that separate dishes are provided for venereal cases.

The second floor, west side, was occupied by three prisoners. This section was clean and orderly, and is more liberally supplied with light and air than the corresponding section of the first floor. From this part of the jail one prisoner succeeded in escaping, by breaking the bar work on the windows.

Upper floor, east side. There were 10 prisoners with only 5 cells available. Some of the prisoners were serving a sentence of one year. This means that they will spend all of that time in the small, narrow, poorly lighted section, without an opportunity for daily exercise or employment. How a man or a community is to be permanently benefited by sending a prisoner to a county jail for so long a period, is a question. Cases of this kind should be sent to a county penitentiary, where there is some opportunity for employment. County jails are commonly characterized as "schools of crime." To keep prisoners for such long periods in them is one of the things which justifies this appellation.

Female section.—It was pleasing to note that the matron was summoned, before obtaining access to the female section. The female room is directly across the hallway from a section which is occupied by trustees. The trustees' section is not locked at night, so that it would be very easy for male prisoners to come to the door of the female section and converse or otherwise communicate. This is a condition similar to that which at one time existed in the Utica jail, and was eventually the cause of the disgraceful conduct recently revealed at that institution. If the door to the female section is kept locked, unless one of the trustees has a key to the section, actual contact is not possible; but nevertheless, communication of any kind is extremely undesirable and improper. The matron cannot be expected to stay with the female prisoners every hour of the day and night. There is therefore an opportunity for improper communication between male and female prisoners during

the night, and also during the day when the trustees are on the same floor.

The serious fire danger because of the frail narrow wooden stairway, as the only means of exit from the female section and the trusty section to the lower floors, still exists. In the trusty section the walls were adorned with pictures of questionable character, and one large picture in particular was extremely indecent.

Agateware dishes and tin pans are used to serve food to the prisoners. Much of the agateware was chipped and rusted, and the tin pans were rusted. Because agateware easily chips and then rusts, it is undesirable, and likewise tin is bad because it can hardly be kept free from rust.

The prisoners receive two meals a day, one at 8 A. M., the other at 3 P. M. Janitors, trustees and female prisoners receive three meals. From 3 P. M. to 8 A. M. is 17 hours. This is too long a period for any person to be without food. The practice throughout the State is to provide three meals daily, usually a light meal in the morning and in the evening, with a substantial meal at noon. In 1915, between 30 and 40 counties in the State gave their prisoners three meals a day, at a weekly per capita of less than \$2.00. On the day of inspection the bills showed that 28 lbs. of beef had been purchased for 48 prisoners. This would allow about 9½ ounces per prisoner, not counting the loss in cooking and because of gristle and bone. However, the amount served to the men at the time of inspection could not have exceeded 4 ounces per man, and in many instances was mostly gristle and fat. Each prisoner received this amount, together with three potatoes and one-half a loaf of bread. The potatoes were satisfactory, also the bread. Coffee is given once a day, but nothing excepting water for the afternoon meal. The prisoners throughout the jail, excepting a few of the Grand Jury prisoners, who are allowed by law to furnish their own food, complained about the quality and quantity of food served. It seemed to the inspector that the quantity of food served to the prisoners at the time of an inspection on May 20th of the Utica jail was more liberal. Although the dietary at that jail is deserving of criticism, not on the basis of quantity but because of the character of food served at breakfast and the system of only two meals a day, some prisoners who had been at the Utica jail stated that meals served there were superior to those at Rome.

The refrigerator in the basement was not in a clean condition, and was leaking very badly. The bottom was entirely covered with water. It was stated by the under-sheriff that this was about to be repaired.

It is a practice to transfer excess population from Utica to the Rome jail. The distance between these two institutions is approximately 15 miles. Quite frequently, men who live in Utica or nearby are committed to the Utica jail and then transferred to Rome and from there released. However, no provisions are made to enable these men to get back to Utica. After periods of long confinement, they are unable to walk a distance of 15 miles in one day and if they loiter about the road at night are apt to be arrested for vagrancy. For the younger prisoners who endeavor to return to Utica by stealing a ride on the trolley or train, there is liability of arrest for illegal train riding with subsequent imprisonment, as well as the danger to life and limb. This is an unfair practice and should be discontinued.

As stated above, the bathing is supervised by inmates. Therefore the under-sheriff and his assistant are not always sure as to whether every inmate has bathed at least once a week. Bathing facilities consist of one stationary tub in each section of the jail. Cold water is available and this is heated by forcing steam through a pipe into the tub. For some time, because of the broken grates in the furnace, there has been an absence of sufficient steam to provide hot water for bathing. There is a difference of opinion as to the length of time this has been going on. The under-sheriff stated that the supply of hot water was not satisfactory for about two weeks, but many of the prisoners said it was two months.

The idleness among sentenced prisoners is a disgrace to the county, and a gross injustice to the law-abiding citizens. It is deplorable to observe, in both the Rome and Utica jails, groups of men in complete idleness serving from 5 days to one year. These men are not improved by such treatment, and undoubtedly deteriorate mentally and physically. Work can be provided, as has been done in many other counties in the State, on the highways, in quarries and on county farms. Work on the highways, under proper supervision, means construction of roads at a saving to the county. Work on a county jail farm reduces the per capita cost of maintenance.

ONEIDA COUNTY JAIL, UTICA

INSPECTED MAY 20, 1916, BY E. R. CASS

Sheriff, William K. Harvey, took office on December 23, 1915, to fill in the unexpired term of former Sheriff Harry Moss, who was removed by Governor Whitman.

RECOMMENDATIONS

1. Oneida County should discontinue the use of two inadequate, non-fireproof type of jails in the county and construct midway between Rome and Utica a large jail, which will provide adequate, healthful living quarters for the usually large number of prisoners, and for their separation in accordance with law.

2. All prisoners should receive three meals a day. In the morning, instead of a stew, bread and coffee, with perhaps fried potatoes, should be served. In the evening, milk and bread or tea and bread, or milk and some kind of mush should be given.

3. The solid iron door on one of the cells in the tramp section should be removed. When closed, it transforms the cell into a dungeon even worse than those at Onondaga Penitentiary. There is no evidence of the use of the cell for punishment, but under circumstances it may be a temptation. The dungeon form of discipline with its absence of light and air is inhumane, and ineffective. Men cannot be made to respect and respond when they are inhumanely treated. Deprivation of privileges, and solitary confinement in light cells with an opportunity for daily exercise, can be made effective.

4. Close confinement for long periods within the jail undoubtedly jeopardizes the health of the inmates and makes future inmates for county poor houses and tuberculosis hospitals. For instance, Dr. Ransom, who for some twenty years has been in charge of the tubercular prisoners in Clinton State Prison, is of the opinion that about 70 per cent. of the inmates that come to his notice from various State prisons receive their primary infection while serving sentence or awaiting trial in our county jails. The jail yard should be used, not solely to provide pleasure for the inmates, but to protect their health. This is economy for the county and State. The present jail yard can be made safe against escape by enclosing one part of the east side. The turnkey will have to supervise the small groups of prisoners while they are exercising. Inmates of our State hospital, those in our State prisons, our county penitentiaries and many of our jails, receive daily exercise.

GENERAL REPORT

Population 45:

- 2 adult females serving sentence.
- 1 adult female United States prisoner.
- 10 adult males awaiting trial.
- 32 adult males serving sentence.

The Utica jail still remains one of the worst in the State. It is inadequate for the needs of the county, and provides unfit living quarters. The fact that some parts of the jail may be superior to the dwellings of people living in parts of Utica, is not a satisfactory reason why the present jail should be retained. The county is at present forcing large numbers of prisoners to live in close confinement for long periods, under conditions seriously detrimental to their health, and a serious handicap toward their probable reformation.

In urging a new jail for Oneida County, our purpose is not to impose upon the county taxpayers an unnecessary burden. This Association is interested in saving money for the county, and also in safeguarding the health and morals of the jail inmates. In many counties throughout the State, the supervisors, the sheriffs and residents take pride in speaking of their jail as a decent place for the detention of human beings. The old stone-vault type of cell is a relic of the past. Placing two, three, four and sometimes five prisoners in a cell and causing them to sleep on the stone floor in the tramp section of the Utica jail, is a condition unparalleled in the county jails of New York State. Miserable living quarters and inferior food do not keep men out of jail. The population of this institution is usually high, especially in the tramp section, and many of the inmates are frequent repeaters.

The plea for a new jail is made simply in the name of decency. There should be built no expensive structure, with lavish equipment. That is entirely unnecessary. With a new jail, work for prisoners should be established. It is sickening and disheartening for one to enter the tramp sections of the Rome and Utica jails, and find men serving of from five days to six months sitting about idly and bearing no responsibilities of life. Whether these men are satisfied or dissatisfied, the injustice to the laboring, law-abiding inhabitants of the county remains the same. Men cannot be helped in this way. Men of strongest character will become physical and mental wrecks if forced into idleness of long duration. To protect and develop the health of the inmates and bring about their rehabilitation, the men need not only decent living quarters but also some means of employment. If a new jail were built, it should be located midway between Rome and Utica on an adequate farm. The progressive counties throughout the State are employing their sentenced prisoners on the highways and also on jail farms. The detailed statement of the farm operations in St. Lawrence County demonstrates clearly what can be done in this matter. If Oneida County had a farm, similar results might be obtained. Where hard work has been established, many old repeaters fail to return to jail.

The physical conditions throughout the jail remain unchanged. In previous reports the numerous defects in the jail structure have been pointed out. A room on the same floor as the female section is now occupied by the matron, who is on duty day and night, unless relieved by the sheriff's wife. The keys to the female section are in possession of the sheriff and the matron only. The inspector found the door to the female section locked. The matron accompanied the inspector through the various rooms situated in the female section. Conditions were satisfactory. The women prisoners expressed satisfaction with the matron's treatment. Food is brought by male prisoners to the door of the female section, and is served to the female prisoners by women trustees.

One side of the second floor of the jail proper was unoccupied. The floors of the cells and the corridors were clean; the beds were made up. Three prisoners were detained on the east side. This section was also clean. The tramp section, on the lower floor west side, contained 24 prisoners, three beds in each cell. The bedding was not so clean as that in other parts of the jail, due to the usual congestion. There are no satisfactory arrangements for receiving prisoners. Men are now brought to the jail in dirty clothing, sometimes reeking with vermin; such prisoners cannot be segregated from the other prisoners. Sometimes they are unable to help themselves and they lie around until sober. In the meantime beds become filled with vermin, and bed clothing and equipment soiled.

The lower floor, east side, is used for court prisoners. There were 12 prisoners in all, 10 of whom were awaiting trial and the other two serving sentence, but were assigned to this section as janitors. The "Kangaroo" court system of government still prevails in this section; but it was stated that the prisoners are not as enthusiastic about it as heretofore. It has at least the merit of serving as a means of promoting the cleanliness of the section and of the inmates. On a previous inspection, the inspector did not oppose the existence of such a form of government, but questioned the advisability of permitting the inmates to levy money fines on prisoners. It was stated that no money fines have been levied since the first of this year. The originator of the "Kangaroo" court system, who was really the stimulus of it, is now released and this probably accounts for the fact that it is gradually passing away. The cleanliness of the section was satisfactory.

Female prisoners, and trustees, and the janitors, receive three meals a day. All other prisoners receive two meals. Two meals a day is contrary to the general practice throughout this State. In our previous reports, the serving of soup and stew for breakfast at

about 7 o'clock in the morning was criticised. A good soup or stew is very palatable at midday or for dinner in the evening; but at 7 o'clock in the morning it is a most unusual and unlikely ration outside of this particular jail. The inspector does not criticise the quality of the soups and stews served, but suggests that the time of giving them be changed.

ONONDAGA CITY JAIL, BRANCH OF THE ONONDAGA COUNTY JAIL IN THE CITY OF SYRACUSE

INSPECTED FEBRUARY 25, 1916, BY E. R. CASS

The jail is under the supervision of Jailer, John Sleet, living in the jail building and directly responsible to the sheriff of the county.

RECOMMENDATIONS

1. Sheets and pillow cases should be provided not only for prisoners in the Grand Jury section but also for those serving sentence.
2. More adequate bathing facilities should be provided.
3. There should be an additional Grand Jury session during the year.

GENERAL REPORT

Prisoners serving sentence are not confined in the jail but instead, in the penitentiary at Jamesville. This part of the county jail is within a block of the county court house and is used only as a temporary place of detention for prisoners awaiting the immediate action of the Grand Jury transferred to Jamesville, or awaiting sentence.

The usual satisfactory condition of cleanliness prevailed in all parts of the jail. The prisoners were all satisfied with the food and treatment accorded to them by the jailer.

ONTARIO COUNTY JAIL, CANANDAIGUA

INSPECTED MAY 22, 1916, BY E. R. CASS

Sheriff, Elmer Lucas, since January 1, 1916.

RECOMMENDATIONS

1. It is strongly urged that the Board of Supervisors continue their interest in employing inmates sentenced to the jail. Of course the stone breaking, although unsatisfactory for many rea-

sons, is better than nothing. It nevertheless is important that an industry which represents a big financial burden to a county each year, should be displaced by, or correlated with, some form of employment which will bring better financial returns. The statement of the farm activities in St. Lawrence County for 1915 clearly demonstrates that a jail farm can be worked to the advantage of the county. Livingston County has recently followed the lead of Tioga County, and has authorized the employment of sentenced prisoners on the county poorhouse farm. Essex and Franklin Counties have recently purchased land for a county jail farm, and Madison County has developed its experiment with jail labor, by adding 6 1-2 acres to its jail farm.

2. The existing fire danger in the basement should be remedied by using tin or asbestos lining.
3. Sheets and pillow cases should be provided for the prisoners. Few jails in the State are without sheets and pillow cases.
4. An fumigating apparatus, not necessarily a costly affair, should be installed, so that when new prisoners are received, their clothes can be taken from them and fumigated. While they are in the jail, they should wear overalls and jumpers. This will greatly mitigate the task of keeping the jail free from vermin.
5. The present laundry equipment needs to be increased.
6. The iron stairway should be continued to the third floor, now that a section of that floor is used by prisoners.

PROGRESS MADE

1. The cleanliness throughout the jail, especially as to details, has noticeably improved.
2. Much painting has been done on the iron work, thereby improving the general appearance. In previous reports the need for this has been pointed out.

GENERAL REPORT

The jail staff consists of a jailer, two guards and a matron. Population 12:

- 1 adult female awaiting trial.
- 5 adult males awaiting trial.
- 6 adult males serving sentence.

The plan of construction in this jail is not modern as compared with many of the jails in this State.

The sheriff is trying to maintain a high standard of cleanliness throughout his institution, despite the old-style type of structure. No bedding is kept in the unoccupied cells. It was stated that when a prisoner is released, he brings his bedding, including the mattress, to the basement, and that the blankets and mattress tick are then washed. Each new prisoner receives a fresh supply of bedding. This is a new practice for this jail, and is highly commendable. Sheets and pillow cases should be added to the bed equipment. In most jails throughout the State, they are now supplied.

In the basement, it was noted that the boiler which supplies the jail with heat is located directly beneath the sheriff's office and that the top of the boiler is very close to the dry exposed cross-timbers, supporting the floor of the sheriff's office. This of course presents a serious fire danger in the event of the boiler exploding or of sparks flying about when a fire is being made. This danger could be obviated by lining the ceiling of this section with asbestos or tin. This was done in the case of the jails in Fulton and Cortland Counties.

Stone breaking is still the only means of employment. Many of the sentenced prisoners are sent to the Monroe County Penitentiary, thus making the working unit at the jail small. As was shown in the report of the Prison Association of 1914, the stone breaking industry is a financial burden to the county. This is due to two reasons: The whole stone must be carried some distance to the jail, and secondly, the broken stone cannot be satisfactorily disposed of. It was stated that the County Board of Supervisors have made a contract with the town of Canandaigua for the disposition of the cracked stone for this year. This will assure a market at least for one year, and perhaps a better financial showing can be made for this means of employment. It might be well to retain more prisoners at the jail, and further develop the employment activities. Many counties in the State are no longer desirous of sending their sentenced prisoners to the county penitentiaries, principally because of the large annual expenditure for their board and the cost of transportation of prisoners and guards. They are anxious to keep the prisoners in the jail and make them work, so that the county will get some benefit from their labor, and at the same time cause them to contribute toward the cost of maintaining them.

All the prisoners receive three meals a day, except on Sunday, when only two meals are served. The rations for breakfast are usually potatoes, meat and coffee; for the noon meal, boiled beef, potatoes, bread and coffee, and for supper, soup from the beef of

the noon meal, and bread. The Sunday meal consists, in the morning, of meat, potatoes, bread and coffee, and in the afternoon, of a milk mush. The court prisoners receive in the morning, meat and potatoes, bread and coffee; at noon bread and tea, and at night soup and bread. The court prisoners had no complaints to offer relative to the quantity or quality of the food; but many of them felt that if the order of the noon and morning meal were changed, it would be more satisfactory. The sheriff was glad to learn of this criticism by the prisoners, and said that he thought the matter could be satisfactorily adjusted.

ORANGE COUNTY JAIL, GOSHEN

INSPECTED MARCH 21, 1916, BY PHILIP KLEIN

Sheriff, Fred S. McDowell.

RECOMMENDATIONS

1. The Committee on Workhouse of the Board of Supervisors should take an active initiative in planning a definite and workable method of employing prisoners either on the farm, at stone-breaking, or at road work, during all seasons of the year. If the present idleness continues, the employment of a superintendent is superfluous and his services should be dispensed with. Considering the favorable resolutions that have been passed by the Board of Supervisors the committee in question should need no further authorization to go to work on the matter.
2. Laundry facilities should be installed, preferably in the cellar.
3. The cellar should be put into serviceable condition, and all useless material be removed and cleaned out.

GENERAL REPORT

Census on the day of inspection:

Men serving sentence.....	15
Men awaiting action of the Grand Jury.....	2
(Serving sentence, just admitted).....	2
Females serving sentence (colored).....	2
Female witnesses.....	2
Female, awaiting trial.....	1

The new sheriff has been in office since January first. Mrs. McDowell is acting as matron. This is a considerable improvement over the previous state of affairs when the wife of the deputy-

sheriff acted as matron, although technically the office devolved on the wife of the sheriff. Mr. McDowell has taken up his duties at the jail with interest and a sincere desire for continuing good conditions and improving where that can be done. The jail as a whole was clean, especially the newly painted portions. The painting is making slow progress. Only a few of the sections, the hospital rooms and the basement, have been painted. The storage and preparation of food was satisfactory. One section of the jail used previously as reception department was found still in use as such. At the time of inspection an important manslaughter trial was going on in which the accused and most of the witnesses were women. This accounted for the unusually large proportion of women in the population. The necessity of keeping those concerned in the case separate, resulted in a somewhat undesirable assignment of one of the witnesses to the same corridor with two colored women serving sentence. Attention of the matron was called to this violation of the county law and she promised to rectify it. Of the men serving sentence, a few are employed at domestic labor, such as tending the furnace, helping in the kitchen and cleaning. Some of the rest are employed at occasional painting. Apparently, no successful efforts have as yet been made, despite frequent recommendations, towards the permanent employment of sentenced male prisoners. The county poor farm and town highways in the vicinity of the jail offer sufficient labor. Resolutions to so employ prisoners have been passed by the Board of Supervisors repeatedly. No efficient effort has been made to carry the resolutions out. The usual stone-breaking has also been discontinued, and the building previously erected for that purpose has been filled with office furniture removed from various county offices. This is a most deplorable stagnation of efforts for remedying the greatest of jail evils, the idleness of inmates.

In contrast to the general cleanliness of the jail the condition of the cellar was found still the same as on previous occasions. The floor is all knocked to pieces, and debris is lying about. The installation of a laundry so often recommended is still unaccomplished. Neither the electric fans nor the fumigator installed at the building of the jail have as yet been operated.

On June 13, 1916, at the request of the Prison Association, the Committee on Correction and Reformation of the Board of Supervisors of Orange County submitted to the Board the following resolution which was passed at the same session:

Resolved, That the Sheriff of Orange County be, and he hereby is authorized and directed to cause such of the prisoners confined under sentence in

the jail of said county, that are capable of hard labor, to be employed in the county buildings and upon the Court House grounds; on the Orange County Farm on such labor as may be approved by the Superintendent of the Poor; and in highway labor or other public work for the County of Orange or any of the towns or villages therein, upon terms to be approved, in the case of work performed on the County Farm, by the said Sheriff and by the Superintendent of the Poor, and in the case of highway labor, by the Sheriff and the Committee on Highways of the Board of Supervisors; and further that the expense of guarding such prisoners, when so employed, and if certified as correct by the Sheriff, shall be a county charge, provided that, when prisoners are employed on highway work for a town or village, the expense of transportation and of guarding the prisoners shall be borne by the municipality so employing them, and that the Sheriff shall make a report to the Board of Supervisors, at its annual meeting, of the labor performed by the said prisoners, and the expense incurred therein, and the amount received therefor.

Resolved, That the several magistrates within the County of Orange, who are authorized to hold courts of special sessions, and the County Judge, be requested to commit all persons hereafter convicted before them, and who are sentenced to terms of imprisonment of not exceeding one year, to be confined in the county jail, whenever suitable, rather than in the Kings County Penitentiary; and that a copy of this resolution be mailed by the Clerk of this Board to each justice of the peace and police justice within the county.

The above resolution will supply the necessary legal power for the establishment of a permanent plan of employing the county jail prisoners. It will depend henceforth upon the cooperation of the sheriff, the Good Roads Committee of the Board of Supervisors, the county and town superintendents of highways, the superintendent of the county farm and other county officials, whether the resolution is to remain a dead letter or to constitute the foundation of a reasonable system of employing convicted prisoners at the county jail.

ORANGE COUNTY JAIL, NEWBURGH

INSPECTED JUNE 7, 1916, BY PHILIP KLEIN

Sheriff, Fred S. McDowell.

RECOMMENDATIONS

1. The screens on the hospital windows should be removed and attached to the outside instead of the inside of the windows.
2. Screens should be attached to the cellar windows. The intention of the administration to paint the screens white is

approved if the painting is applied in such a manner as not to obstruct the light.

3. The remainder of the jail should have a much needed coat of paint.

4. The few parts where the conditions of cleanliness were not satisfactory should be improved, and the standard found in the rest of the jail maintained.

GENERAL REPORT

Census:

Awaiting trial	10
Awaiting examination	1
Serving sentence	11

There were no minors and no women present, the latter being kept exclusively in the Goshen jail. The new sheriff, Fred S. McDowell, has appointed Henry Hallock Jr., undersheriff in charge of the Newburgh jail.

In many respects there have been important and commendable changes since the advent of the new administration. A citizen chef has been employed. The amount, quality and variety of the food have been improved. The prisoners were unanimous in their expression of satisfaction in this respect.

A general cleaning has been given the jail. Conditions are very much better than at any time within the last three years. The clean-up has been aided by the construction of a new storeroom in the cellar, the application of a new coat of paint throughout the cellar, the installation of a cement floor in the cellar and the replacement of an old storeroom by a dining room for the officers of the jail. The several storerooms in the cellar have all been overhauled and painted. The condition of the cellar is very important because food is now stored prepared, and in the case of the trustees and officers, eaten there.

There are a few parts of the jail where the cleanliness was not quite up to the standard generally found in jails. The washbasins in the southwest corridor of the first tier were not clean. Newspapers were found on many of the beds, and some of the corners showed sweepings and other dirt. There were no refuse cans in the upper tiers. The space between the window and the outside grill work in the room on the ground floor in which a *delirium tremens* patient was being kept at the time, was filled with pieces of bread

and refuse. All but one of the tiers are very badly in need of paint. The cellar and one of the tiers only have been painted so far. The beds in vacant cells were properly stripped of bedding and other equipment. It would be advisable in the course of the painting to move the steam pipes and radiators so that there would be more space between them and the walls.

A visitor was found in close and unsupervised contact with one of the prisoners, despite the fact that a visiting booth is provided. While the prisoner in question had been detained in the jail for over a year and therefore, to consistently separate him from his visitors would be cruel, at least the supervision, especially when the visitor is a woman, should be strict. The window screens in the hospital still open to the inside and were found open at the time of inspection, thus destroying the preventive value of the screens. They should be removed to the outside of the window.

In general the administration has shown admirable earnestness in improving the conditions and has succeeded in doing so, to a large extent.

ORLEANS COUNTY JAIL, ALBION

INSPECTED JUNE 26, 1916, BY E. R. CASS

Sheriff, C. M. Bartlett.

RECOMMENDATIONS

1. Steps should be taken to render more fireproof the stairway to the various floors of the jail. The seriousness of a condition of this kind is usually only realized and appreciated after some misfortune.

2. Receiving quarters in the tramp room in the basement should be established. A fumigating apparatus which can be cheaply constructed should be used to fumigate clothing. Overalls, shirts and socks should be supplied to prisoners during their period of detention.

3. Prisoners serving sentence should be made to work. Under Section 93 of the County Law and Section 70 of the State Highway Law, the County Board of Supervisors are authorized to employ prisoners. The employment of prisoners does not mean a large increase in the jail staff or the establishment of additional county jobs. In some of the counties, the best results are being obtained where the jail staff is very small and low salaries are paid, as for instance, in St. Lawrence County, which undoubtedly has the banner jail farm in the State.

4. The standard of cleanliness should be the same, whether the jail is fully occupied or not. If there are no prisoners available to clean the jail in every detail, members of the jail staff who are being paid by the county for the care of the jail should look after this work.

GENERAL REPORT

The staff consists of an under-sheriff, jailer and a matron.

Population 3:

- 1 adult male awaiting Grand Jury.
- 2 adult males serving sentence.

During the winter months the population numbered at times as many as 35 prisoners and as few as 3. The sentences imposed vary from 5 days to 60 days. Many prisoners are sent from the County to the Monroe County Penitentiary at Rochester. This practice necessitates an expenditure for the transportation of prisoners and guards, and also for the board of prisoners while at the penitentiary.

The general cleanliness throughout the jail was fair. Many of the mattresses are unclean and worn, and should be replaced by new ones. When the cells are unoccupied, the bedding, excepting the mattress, should be removed and the iron hinged bed folded up against the side walls of the cell. The cell doors should be locked. At the time of inspection some beds in the unused cells were neatly made up with clean sheets and pillow cases and clean blankets. It was pointed out to the sheriff that while this arrangement made a good appearance, it was nevertheless unsatisfactory, because in a short time the bed linen and blankets become soiled and unfit for use by new prisoners.

There are no receiving quarters, and their absence makes it difficult to keep the jail and equipment free from vermin. In many jails, parts of the equipment consist of a fumigating apparatus to cleanse the clothes of new prisoners, also lockers to keep their clothes in while in the jail.

In some of the cells the side walls were pencil-marked with drawings, some of them obscene. If a daily tour of the cells had been made by one of the two assistants of the sheriff, these would probably not have remained for any length of time.

There is no form of employment for sentenced prisoners. Therefore, those who are sent to the jail live in idleness at the expense of the law-abiding inhabitants of the county. Those who are sent from Orleans County to the Monroe County Penitentiary do likewise, except at a greater expense to the taxpayers. If more prisoners

were retained at the jail instead of being sent to the penitentiary, especially during the summer months, a satisfactory working unit could be developed for work on a county jail farm or on the county highways. The analysis of the sheriff's report in St. Lawrence County proves conclusively that jail labor can be utilized on a farm to the advantage of the county taxpayers.

Farm work is done also in the following counties: Oswego, Nassau, Onondaga, Monroe, Madison, Essex, Erie, Franklin, in Tioga, Genesee, Chenango and Livingston counties, prisoners are satisfactorily employed on the county poorhouse farms. In Warren, Suffolk, Franklin, Erie, Onondaga, Tioga and Niagara counties, prisoners are employed either on the town highways or at improving the land purchased by the county for the construction of county institutions.

The above clearly shows that the boards of supervisors in many counties are no longer willing to permit sentenced prisoners to be a dead burden to the taxpayers. These forms of employment have been established because idleness does not help men, but, instead, does them physical and moral injury. Men who are serving sentence should not become county charges, but instead should be made to realize that in order to live one must work for his food.

OSWEGO COUNTY JAIL, OSWEGO

INSPECTED BY E. R. CASS, AUGUST 5, 1916

Sheriff, W. L. Buck.

RECOMMENDATIONS

1. The jail yard was built for the exercising of prisoners in the open. It should be used especially for those awaiting the action of the Grand Jury or for trial. Exercise is necessary for the preservation of health. In counties where prisoners are given this just opportunity, sheriffs find that it minimizes the problem of discipline.

2. The present plan of allowing a definite per weekly rate for the board of prisoners should be abolished, and the system used in most of the other counties established. The necessary food supplies should be purchased by a committee appointed by the Board or by the sheriff, and the bills should be submitted to the county Board of Supervisors at frequent intervals for payment.

3. Part of the basement should be used as a messhall.

4. A fumigating apparatus should be installed, to eliminate the crude practice of soaking inmates' garments in a disinfecting solution. The apparatus need not be costly, and can easily be made from a large packing case lined with tin. Formaldehyde torches should be used in preference to sulphur, for disinfecting. This method now prevails in many counties of the State.

5. The Board of Supervisors should arrange for the employment of prisoners during the late fall and winter months. Highway work, and the preparation of material for the highways, should be undertaken.

6. The matron should be present in the female section when male persons are there.

GENERAL REPORT

Population at the time of inspection 38, classified as follows:

7 adult males for the Grand Jury.

1 adult female serving sentence.

30 adult males serving sentence.

The above population is less than that of the corresponding period of the previous year. At that time it averaged between 50 and 60 prisoners a day. During the past winter the maximum number of inmates at any time was 102.

A good standard of cleanliness prevailed in all parts of the jail. There is every evidence that the sheriff and his staff endeavor to do their duty to this end.

The prisoners were properly classified in accordance with the requirements of the law. The beds were well equipped with mattresses, blankets, sheets and pillow cases. The mattresses have a tick cover to protect the cover of the mattress proper. It was pleasing to note in the unoccupied cells, that the iron hinged beds contained only the mattress, and were folded up against the side of the cell. This practice not only results in a neat appearance of the cell equipment but also protects the bedding.

The matron did not accompany the jailer and inspector to the female section. The one woman prisoner stated that she received good treatment. The jailer admitted that the matron is not always present when the doors to the female section are open. However, he stated that no male prisoners are permitted to go to the female section except when food is served, and at that time the matron or jailer is present. Without reflection on the character of the members of the jail staff, the inspector strongly advised that the matron be present as much as possible when the doors to the female section

are unlocked. Experience in other counties in the State proved that such precautions are judicious. Many sheriffs make it a rule that only the matron shall carry keys to the female section.

The jail farm is successfully operated, and provides work for some of the prisoners during the spring and summer months. However, the problem of idleness in the jail is not solved. During the winter months, when there is usually a maximum population, there is not very much work on the farm, and even with much janitor work there is insufficient employment for a reasonable number of the inmates. Work on the highways during the late fall, and the preparation of material for the roads during the winter, will greatly aid in eliminating the undesirable idleness. The present stone shed should be put into use. Most counties are rapidly adopting methods of employing the jail prisoners. Many are discontinuing sending their prisoners to the county penitentiaries and instead, are using the labor of these prisoners for the direct benefit of the taxpayers of the counties.

The system continues of paying the sheriff a definite sum per week for the board of prisoners. This, as pointed out in our previous reports, is in part a survival of the fee system, which because of the many abuses it made possible, has been discontinued in every county of the State except one. With a sheriff who is content with his salary, and not willing to add to it by providing the prisoners with food at less cost than allowed by the county, the undesirable features of this system are not sufficiently realized. The system has been discontinued by county authorities in all but nine jails of the State, which is conclusive evidence that a better system has been found. The amount allowed the sheriff for the board of prisoners for Oswego County is \$2.00 per week; but in 39 counties of the State out of a total of more than 60, during the year 1915, the prisoners were boarded for less than \$2.00 per week. With the present system in Oswego County, there is no record enabling the county authorities to determine just how much is spent on the individual foodstuffs; but with the system in the other counties, the county authorities are able at any time to tell the quantity and cost of the various foodstuffs.

Recently, in several counties the sheriffs have fitted up part of the basement as a messhall. Sheriffs who have tried this unanimously hold that it facilitates the feeding of prisoners and helps to keep the jail clean. The messhalls are usually supplied with collapsible tables, with one end resting on the legs and the other attached to the walls or long wooden tables.

OTSEGO COUNTY JAIL, COOPERSTOWN

INSPECTED MAY 19, 1916, BY E. R. CASS

Sheriff, O. J. Brown.

RECOMMENDATIONS

1. Otsego County is now the only county in this State compensating its sheriff wholly by fees. That over sixty counties have deemed it advisable to discontinue this system, is evidence that it is undesirable. It is not intended to reflect upon the integrity of the present incumbent in Otsego County, but the fee system opens the way for much abuse. To make definitely known the actual cost of feeding the prisoners and also to satisfy the public mind, it should be discontinued. The system in practice in almost all other counties of this State should be adopted. It is as follows: The sheriff, or a committee appointed by the Board of Supervisors, is authorized to purchase the necessary food supplies. Bills are then submitted to a sheriff's committee, or to the Chairman of the Board for approval, and are then paid by the county treasurer.

2. A padded cell is a necessity in every jail. Such a cell protects the inmate against his own violence and releases the management from unwarranted suspicions of brutality.

3. Opportunity should be given prisoners to exercise out-of-doors and in the corridors. It is a grave injustice to keep them in such close confinement, thereby jeopardizing their health.

4. The County Board of Supervisors are urged to use the authority given them by Section 93 of the County Law, and also Section 70 of the Highway Law, to establish some form of employment for prisoners either on the highways or a jail farm. In the summer, when the population is light, there is work on the farm; likewise in the spring and fall. During the winter months prisoners can be employed at preparing stone for highways. Although the population was unusually small at the time of this inspection, it will not always be so, as the population in most of the jails in the State this year is less than during the corresponding periods of previous years.

5. The leaking toilet valves should be repaired, in order to prevent an unnecessary noise during the day and night and also to save the toilet equipment from further unnecessary wear and tear.

GENERAL REPORT

The jail staff consists of a turnkey and a matron.

Population 11:

- 2 adult females serving sentence.
- 1 minor male for the Grand Jury.
- 1 adult male for the Grand Jury.
- 7 adult males serving sentence.

Section 92 of the County Law, requiring the separation of adults and minors, was violated in the case of a 16-year old boy confined in the east side section on the first floor with a man 37 years old. The jailer stated as his reason for not segregating the young boy the fact that two female prisoners were confined in the rear or hospital section of the second floor east side, and that if a male prisoner were assigned to this floor, it would be easy for the male and female prisoners to converse. There is a possibility of this, but the future of a 16-year old boy should be safeguarded, especially while he is in a county institution. It would have been better to confine the boy on the west side of the second floor and keep the two female prisoners locked in the hospital room. The man and boy in question occupied separate cells at night and it was stated by both that their cell doors are locked.

A satisfactory condition of cleanliness prevailed throughout all parts of the jail. The female section was not so tidy and orderly as most female quarters in our jails. Female prisoners should keep their quarters in as good a condition of order and cleanliness as the male prisoners.

The prisoners had no complaints to offer about the treatment accorded them by the sheriff and the jailer, and were evidently satisfied with the food.

The valves of the toilet bowls, especially on the first floor, west side, leaked freely, making at times much noise. Two of the prisoners stated that this disturbs them at night.

Idleness among sentenced prisoners still exists in this jail as a serious defect in the daily routine. The Board of Supervisors should not be satisfied to have prisoners serve their period of sentence in idleness, entirely at the expense of the taxpayers. It is not only an injustice to the convicted man but also to the law-abiding citizen and taxpayer outside of the jail. The activities in other counties, in employing prisoners in quarries, on the highways and on the county farms, should be studied by the Board of Supervisors

in this county. The statement of the farm operations in St. Lawrence County demonstrates that sentenced prisoners can be employed to the advantage of the county. Many counties are now undertaking farm work.

QUEENS COUNTY JAIL FOR CIVIL PRISONERS

INSPECTED BY PHILIP KLEIN, SEPTEMBER 13, 1916

Sheriff, Paul Stier (deceased.)

RECOMMENDATION

1. Legislative action should be taken to allow the detention of Queens County civil prisoners in a neighboring county's jail; and the Queens County civil jail should be abandoned.

GENERAL REPORT

The civil jail still occupies the same apartment in the building adjoining the City Prison of Queens. No improvements or alterations in the apartment have taken place. There was one male prisoner at the time of inspection. Warden Schulte was in charge.

The record of census for the fiscal year up to the date of inspection was as follows:

1915	Prisoner	Prisoner's meals	Keeper's meals	Total
October	1	59	59	118
November	1	2	2	4
December	0	0	0	0
1916				
January	0	0	0	0
February	1	1	1	2
March, April, May, June, July	0	0	0	0
August	1	1	1	2
September	1	1	1	2

The above figures fully emphasize the reasonableness of recommendations heretofore made, that legislation be secured to allow the detention of prisoners, committed to the Queens County jail, in some other institution, preferably the Kings County jail, and thus save for the city the salaries of the maintenance staff as well as the upkeep of the Queens County jail.

PUTNAM COUNTY JAIL, CARMEL, NEW YORK

INSPECTED MARCH 27, 1916, BY PHILIP KLEIN

Sheriff, Charles E. Nichols, formerly under-sheriff, who succeeded Mr. Winship on January 1, 1916.

RECOMMENDATIONS

1. The county law requiring the separation of adults and minors, prisoners serving sentence and those held for court action, should be observed at all times. It is especially undesirable to allow adults and minors to occupy the same cell (as was found to be the case in one instance.)

2. The system of paying the sheriff \$3.50 per prisoner per week for board is still maintained. It should be discontinued. This survival of the old fee system is still open to much abuse. The system adopted by almost all counties of the State provides for the purchase by the sheriff of all materials necessary for the maintenance of the jail, and his presentation of bills incurred to the proper auditing authorities of the county for payment by the county treasurer. This is the only system that has been found satisfactory.

3. Laundry facilities have not yet been improved. A laundry should be installed in some convenient part of the jail, preferably in the basement.

4. The Board of Supervisors should empower the sheriff to arrange for the utilization of the labor of the sentenced prisoners on town or county work, by suitable arrangements with the town or county authorities. A special Committee of the Board of Supervisors could design a satisfactory plan for this purpose.

5. A door to shut off the upper floor of the jail should be installed; it can be made in part of fireproof glass, so as to allow passage of light. If the stairway and hall are painted white in addition, the problem of light will be solved.

6. Strenuous means should be employed for the extermination of vermin in the cells, before the summer heat makes the situation too difficult to handle.

7. The jail should receive a new coat of paint, and consistent efforts should be made to keep corners and spaces behind radiators clean.

GENERAL REPORT

The sheriff's wife acts as matron, but receives no special remuneration for her services. She also supervises in a general way the cooking and cleaning for the jail.

The census on the day of inspection:

- 3 adults awaiting Grand Jury.
- 2 minors awaiting Grand Jury.
- 14 adults serving sentence.

In the distribution of the prisoners through the jail, violations of the law were found in several instances. The two minor prisoners awaiting the grand jury were in the same section as the adults awaiting the grand jury; and one of them, nineteen years of age, was confined in the same cell with a prisoner thirty-seven years of age. In addition, one of the men serving sentence for non-support was also kept in the same section as the grand jury prisoners. Also, all the doors of the cells and corridors were open, so that an indiscriminate commingling of adults and minors, court prisoners and those serving sentences was taking place. It was urgently recommended to the sheriff that the minors be separated and that no inter-communication be allowed between prisoners serving sentence and those awaiting court action.

The jail as a whole was found fairly clean, except for the grand jury section, where all the beds were infested with bed bugs, and for some accumulations of refuse and dirt in some of the corners, especially behind the steam radiators. The whole jail needs a coat of paint. The sheriff stated that the jail is painted every spring and that he would begin painting it in the near future.

It was stated that in accordance with recommendations previously made, screens had been placed on the windows of the first floor of the jail, but that a door to shut off the upper floor from the lower could not be installed because it would also shut off the light from the stairway. This objection does not seem serious, in that the stairway and hall can be painted white and the separating door can be made at least in part of fireproof glass. Moreover, the stairway should not be used with sufficient frequency to make its artificial lighting seriously objectionable.

The water supplied at the jail comes from a well and is pumped by an electric pump situated in the basement. The supply is sufficient and of good quality.

Putnam County is one of nine counties of the State where the method of feeding prisoners by the payment of a fixed sum per capita to the sheriff still obtains. The rate at this jail is \$3.50 per capita per week. The sheriff's wife supervises the cooking and uses inmate help. Criticism of the food on the part of the prisoners was not serious, except in the matter of variety and seasoning; but the method of maintenance, a remnant of the old fee system, is open to

abuse, and may at any time become serious should a careless or unscrupulous sheriff obtain office.

Of the fourteen prisoners serving sentence, only one had a sentence of six months, the others being for twenty and thirty days. No effort whatsoever has been made to put these prisoners to work. The unusually heavy snowfall during this winter had exhausted the funds for snow removal of the town in which the jail is situated. As a result of the high snow drifts on the streets of the village, a horse fell and was killed the day before inspection. The town is responsible for the damage. It would have been a very simple thing to turn the jail population on to the snow and keep the whole town in perfect condition throughout the winter. This would have been a saving of money and would have had the invaluable effect of shaking the prisoners out of their continual idleness. Yet, despite the simplicity of the plan, there had been no effort to utilize prison labor for that purpose, and all the prisoners were found in complete idleness by the inspector. In this connection, it must be remarked also that the system of short sentences has been universally acknowledged to be demoralizing. It is therefore urged that the justices of the peace refrain from sentencing prisoners to jail altogether when not absolutely necessary, and that sentences be made considerably longer when such commitment is unavoidable.

RENSSELAER COUNTY JAIL

INSPECTED APRIL 11, 1916, by E. R. CASS

Sheriff of the county, William P. Powers.

RECOMMENDATIONS

1. There should be a regular system of exercise in the jail yard. There is sufficient help attached to the jail staff to make it possible to allow certain days for the different members of the population. Some of the prisoners are now permitted to exercise in the yard. The yard was built for this purpose and should be used for all.
2. There should be a closer supervision and searching of visitors to prisoners in the jail.
3. The board of supervisors of the county are again urged to utilize the labor of the prisoners in the jail on the county poorhouse farm, as is satisfactorily done in Broome, Genesee and Tioga Counties, or on the county highways, as is done in numerous counties such as Erie, Onondaga, Franklin, etc.

PROGRESS MADE

1. The iron work on the second and third floors has been painted. In our previous reports this was recommended.
2. The night watchman does not enter the female section to ring his clock at night. In our previous report this change was recommended.

GENERAL REPORT

Total population on date of inspection was 79, classified as follows:

- 5 adult males held for Grand Jury.
- 71 adult females serving sentence.
- 3 adult males serving sentence.

Of those serving sentence the following were the respective periods of sentence: 5 days 1; 10 days 7; 30 days 26; 2 months 7; 3 months 5; 6 months 13; 1 year 2; 2 years and 9 months 1. Sentences of more than one year in a county jail under conditions of close confinement, idleness, etc., are too severe. Cases of this kind should be committed to a county penitentiary, reformatory or a State prison.

The condition of cleanliness throughout all parts of the jail was satisfactory. The bedding was clean and arranged properly on the end of each bed. The majority of the prisoners stated that the food was satisfactory in quantity and quality. Some of the Grand Jury prisoners were dissatisfied.

The idleness among sentenced prisoners still prevails. At the time of inspection, there were in use 6 looms, 4 for making blankets and 2 for toweling. As usual, the industries are operated at a financial loss to the county and do not begin to employ satisfactorily a sufficient number of prisoners. The sheriff feels that industries cannot be placed on a paying basis.

RICHMOND COUNTY JAIL, RICHMOND

INSPECTED BY PHILIP KLEIN, SEPTEMBER 28, 1916

Sheriff, Spire Pitou, Jr.

RECOMMENDATIONS

There has not yet been any attempt, apparently, to follow out the recommendations previously made by us and again earnestly urged:

1. A wall should be erected around the jail yard, so as to make outdoor exercise possible.
2. The door should be removed from the niches and in the cell toilets.
3. The basement windows should be adequately screened, and dry screens should be supplied wherever necessary.
4. An additional Grand Jury session should be called about the middle of the summer.
5. An adequate water heater should be installed.

PROGRESS MADE

1. A new and cheerful coat of paint has been applied.
2. The toilet seats have been covered with cement, as recommended, and the fronts of the seats been painted.

GENERAL REPORT

Jailer, John F. Bennett.

Census on the day of inspection was as follows:

Men

- 17 adults, awaiting Grand Jury, trial or examination.
- 2 witnesses.
- 2 Federal prisoners serving sentence.
- 4 minors awaiting trial.
- 1 minor Federal prisoner serving sentence.

Women

- 3 serving sentence.
- Total, 29.

The segregation of the different groups of prisoners enumerated was satisfactory, except that in several cases court prisoners were allowed to remain with prisoners serving sentence. In each case, the jailer stated it was because of special reasons, as, for example, the necessity of observation and protection during epileptic attacks. The Federal boy prisoner is kept in the same room with the farm hand employed by the jail. The two witnesses, both colored, are in the room kept for that purpose. The male minors occupied a separate section. In the case of the women, it was found that one was kept separately; while the other two, one of them colored, occupied different cells in the same section. Experience in women's institutions shows that it is unwise to allow colored and white women access to each other. The jailer was advised to separate them, and he said he would do so.

The interior of the prison was found as a whole in a very satisfactory condition of cleanliness. Two of the colored prisoners awaiting the Grand Jury were kept separate in the basement section for the reason, given by the jailer, that they were unable to keep up the standard of cleanliness required of the prisoners in general. To the objection made by the inspector that these two prisoners had direct access to the windows and could obtain contraband material from the outside, the jailer replied that he knew both men sufficiently well from before their commitment, to feel safe from any such danger. The only part of the institution that was not up to the general standard of cleanliness was a portion of the kitchen and a part of the basement adjoining the kitchen. Recesses behind boilers and under the sinks were allowed to accumulate a small amount of dirt and rags.

Sheets and pillow cases were found clean, and bedding in good order. The toilet seats had been painted in front, and had been given an application of cement on top, as previously recommended. The supply of toilet paper and towels was good, and the cells were well kept. Towels are given daily; sheets and pillow cases laundered weekly. The utility corridor was clean, the garret and ventilating system in good order. One of the two visiting booths was being used as a temporary store room for soiled clothing and discarded books. A new coat of paint was applied to most parts of the jail last fall with very good results. The general management of the institution, under the present jailer has been highly commendable.

There has not yet been supplied the necessary amount of fly screens for the basement. It was stated that the heavy protective screens have been ordered, to be applied to all windows of the jail building. The stove for the drier in the laundry situated in the basement was temporarily out of order. The doors covering the niches in which the toilets in the cells are situated should be removed. The supply of hot water is insufficient. A satisfactory and adequate water heater should be installed. The supply of books obtained from the Public Library seemed adequate and well appreciated by the inmates.

Several of the men awaiting Grand Jury had been in confinement most of the summer. As there is no Grand Jury between June and October, this is unfair and can easily be remedied in a county of the size of Richmond where attendance of grand jurors is simple and comparatively inexpensive.

In the estimate of the New York City Budget for the ensuing year, request is made for the increase of the jailer's salary from

\$900 to \$1,380. The present salary had been established by law; but a bill passed during the legislature of 1916 has made possible the determination of the salary by the Board of Estimate and Apportionment. The amount requested, namely \$1,380, is reasonable, and should be granted under any circumstances, but especially now that the jailer has had to withdraw from the apartment, the use of which had been previously given him by the county, but which is now occupied by the sheriff.

ROCKLAND COUNTY JAIL, NEW CITY

INSPECTED APRIL 11, 1916, BY PHILIP KLEIN

Sheriff, Hudson Hurd

RECOMMENDATIONS

1. Toilets should be installed in all the cells, and the bucket system be discontinued.
2. Until such time all buckets should be supplied with covers, and should be emptied early in the morning.
3. A constant supply of water for the toilet flushes is necessary.
4. Fresh bedding should be given to prisoners on their admission, and beds should not be made up until the prisoner is admitted.
5. Wash tubs and a washing machine should be supplied.
6. The Board of Supervisors should make plans, preferably through the appointment of a committee, for the permanent supply of employment to the prisoners of the jail. Losing such opportunities for working the prisoners as were presented by the construction of a sewage disposal plant in the summer of 1915, and the repair of roads in the neighborhood, is both economically wasteful to the county and morally detrimental to the prisoners. It is unwise and unfair to keep prisoners for months at a time in practically total idleness.
7. There should be a jail yard, to make possible the outdoor exercise of all prisoners whether serving sentence or awaiting court. There is plenty of room around the jail for such a jail yard.

GENERAL REPORT

The Rockland County jail has been under the supervision of the new sheriff since January 1, 1916. The census on April 11 consisted of 17 men and 4 women. Of the men, 15 were serving sen-

tence, one was awaiting indictment by the Grand Jury, and one was awaiting examination. The women were all serving sentence. Six of the men had sentences of thirty days or less; five of three months or more. In other words, there was a good working force of over one dozen men going to waste in complete idleness, while on the roads in the neighborhood civilian labor was represented by two or three men who were repairing the roads which were in bad condition on account of the rains and thaw. Why a force of over twelve able-bodied prisoners could not earn their living in the jail by working for the town or county, it is impossible to see.

The prisoner awaiting action of the Grand Jury was kept with prisoners serving sentence. The sheriff stated that the prisoner in question had been there for seven months, and could not for such a long period be kept entirely segregated; moreover, the only room available for separate detention is not considered safe.

The jail proper was in a very satisfactory condition of cleanliness. In the main part of the jail the bucket system still obtains. Most of the buckets were found without covers and with contents still in some of them as late as noon. There is a toilet and bathroom on the first floor of the main jail, and two toilets in the corridor of the second floor. The flushes for these toilets were not in operation. There was no water in the flush boxes. Several minor items of uncleanness were in striking contrast to the general cleanliness of the corridors, cells, grounds, sheets and pillow cases and kitchen, etc. Beds were made up with clean sheets and pillow cases, and kept ready for the admission of inmates. It is a safer and more satisfactory method to allow no bedding to be in unoccupied cells, even though the cells are kept locked, and to supply every inmate with a sheet and pillow case on admission.

The food was satisfactory in amount and quality. No complaints were offered by the prisoners. The very necessary improvement, frequently recommended, of increasing the staff has taken place with the accession of the new sheriff. The staff now consists, besides the sheriff and his wife who live at the jail, of the jailer, Edward W. Miller and his wife, receiving respectively \$50 and \$25 per month, in addition to board and rooms at the jail. A night watchman has been added to the staff, to relieve the jailer from night duty.

The supply of bedding has been increased. The sheriff's quarters have been repaired and improved.

As a whole, the administration seems to have taken up its duties with efficiency and with benevolent regard for the prisoners.

ST. LAWRENCE COUNTY JAIL, CANTON

INSPECTED BY E. R. CASS JULY 22, 1916

Sheriff, H. M. Farmer.

RECOMMENDATIONS

1. The present jail should be enlarged and renovated along modern lines. There should be provided a cell for each prisoner, and separate quarters for juveniles. The enlargement of the jail by building on to the east end as far as the "three trees," and also on the south side for about 8 or 10 feet, should be considered.
2. More adequate toilet, bathing and washing accommodations should be provided.
3. Provision should be made in the bar work of the Grand Jury section on the first floor so that food can be passed in without opening the door of the section.
4. The cell cage in the room in the basement, formerly used as a village lockup, should be removed.
5. Better arrangement of beds, bedding, etc., should be had.
6. Better cleanliness should prevail on both sides of the first floor.
7. The ball and chain should not be used.

GENERAL REPORT

There have been no changes in the jail staff.

Total population at the time of inspection, 39 classified as follows:

- 30 adult males serving sentence.
- 2 minor males serving sentence.
- 1 adult female awaiting Grand Jury.
- 1 adult female serving sentence.
- 4 adult males for court.
- 1 minor male for court.

For the 9 months between September, 1915 and July, 1916, the average daily population has been approximately 40. As stated in previous reports, the congestion still continues in this jail. It is necessary practically all the time to place more than one prisoner in a cell; sometimes prisoners must sleep in the corridors. It is not possible to properly segregate adults and minors. This allows the young and old, and the first offender and the experienced criminal to come in close contact, particularly in the section reserved for grand jury and court prisoners.

On the first floor, north side, there are 7 cells, to which 12 prisoners were assigned. On the same floor, south side, there are 7 cells available and to these were assigned 8 prisoners, all awaiting the grand jury. The south side, second floor, consists of 7 cells, which were occupied by 13 prisoners. The same floor, north side also consists of 7 cells, to which 6 prisoners were assigned. Some of the prisoners on the south side should have been transferred to the north side on the second floor, to "even up" the assignment of prisoners. Even with this, the unsatisfactory doubling-up of prisoners in small, inadequately lighted and ill-ventilated cells could not be prevented. There is a better supply of light for the corridor and cells on the second floor, south side, than for any of the other three sections in the jail proper.

The cleanliness on the second floor, both sides, was better than that on the two sides of the first floor. The north side of the first floor, in particular, was not as clean and orderly as it should have been, partly because many of the men had been employed on the farm during the day, and had not had opportunity to do cleaning. However, in the Grand Jury section on the south side, there was no excuse for the uncleanness and disarrangement of the cell equipment. Papers, cigarette ends, matches and dirt were scattered about the section. The beds were unmade and the ticks of the mattresses were not clean. The female quarters were under the supervision of the matron, and were clean and orderly. The prisoners had no complaints to offer as to food and treatment.

The employment of the prisoners on the jail farm still continues with great success. On the date of inspection, a very short time before the inspector arrived at the jail, 25 men had returned from the farm. As the inspector passed through the jail and conversed with these men, it was evident that they had been busily engaged in hard manual labor. They felt much better for it, both from the mental and physical standpoints.

From January 1, 1916 to June 30, the men worked a total of 2,082 days on the stone pile and 133 days on the farm.

For the first week of July, 1916.....	66 days
For the second week of July, 1916.....	95½ days
For the third week of July, 1916.....	134 days
Prisoners work five days a week.	

On the basis of the above figures, there were employed, on an average, 13 men a day between January 1 and June 30 at stone work, and 2 men on the farm. For the month of July an average of 18 men a day on the farm. The employment of the prisoners on

the farm and at stone-breaking still continues to reduce the per-capita cost of maintaining the prisoners. The financial report from the statement of the chairman of the Jail Committee of the Board of Supervisors, as to the cost of maintaining the jail for the 9 months prior to June 30, 1916, is as follows:

To this there have been credited receipts amounting to.....	\$3,004 64
Expended for the keeping of prisoners.....	1,449 98
<hr/>	
Leaving the net cost of maintaining the prisoners exclusive of salaries or 83 cents per week per prisoner.....	\$1,554 66
Salaries for the same period amounted to.....	\$2,470 50
which, added to the \$1,554.66, makes the total cost of board per week per prisoner.....	\$2 15

For the previous fiscal year ending September 30, 1915 the board of prisoners per week, including salaries, was \$2.46 with the aid of the value of the farm products, and \$2.84 without it.

SARATOGA COUNTY JAIL, BALLSTON SPA

INSPECTED BY E. R. CASS, JULY 27, 1916

Sheriff, W. J. Dodge.

RECOMMENDATIONS

1. The jail should be enlarged. The windows in the east side wall should be enlarged, to admit more light and air into the corridors and into the cells on the first and second floors of the jail proper. Enlarging the windows would not necessarily weaken the side walls; that could be remedied by installing a steel frame. The windows could be guarded with tool-proof barring. To prevent access from the outside to the alleyway, separating this side of the building from the court house, a gate should be placed at one end. Something should be done to make this side of the jail sanitary and healthful.

2. We have several times called the attention of the Board of Supervisors to the fire danger which exists when prisoners, either female or juvenile, are detained in the wing located to the right of the entrance to the jail proper. To slightly minimize this danger, prisoners are no longer detained in the upper floor of this section. This means that to save a small outlay, the county is entirely sacrificing the use of the upper floor for prisoners. The fire danger is not only to this wing, but to the whole jail proper,

because a serious fire in the court house would probably cut off escape. This situation may sometime be desperately realized by the county officials, if they are called upon to answer for the harm or loss of life coming to some of the inmates as a result of a fire. It is urgently recommended that an iron sheeting be erected on the bars directly in front of the entrance to the jail on the first floor and in the corridor of the second floor. The object of the sheeting will be to retard the progress of fire, so as to give more time for the opening of the doors and for the exit of the prisoners. If a fire destroys the stairway in the court house, there will be practically no chance of getting the prisoners out of the upper story of this wing, situated to the right of the jail proper. It is therefore necessary to provide an entrance to the alleyway from the second floor, and a portable stairway or ladder, so as to give exit from the second floor into the alley. A stationary stairway, which will naturally reduce the already insufficient amount of light for the first floor section on the east side, is not the proper way to relieve the fire danger.

3. A jail uniform, consisting of overalls and jumper, should be provided. When a prisoner is received at the jail, after being made to thoroughly bathe, his clothes should be placed in the new fumigator and he should be provided with overalls and a jumper, to be worn while in the jail. After his clothes are fumigated, they should be placed in a closet or box and given to the prisoner at the time of his release. This new system has been started in many jails of the State, and the sheriffs are unanimous in their opinion that it should have been started long ago and that it is the only means of keeping the jail free from vermin.

4. The imitation padded cell in the basement, which has previously been used for storing vegetables, should be removed. The basement, which is damp practically throughout the year except for a few months during the winter season, is no fit place for the detention of human beings.

5. Prisoners serving sentence, who are trustees about the jail, should not be permitted to sleep in the basement, because of the dampness. At the time of this inspection, one man was using a room in the basement below the ground level. The dampness made this room more unhealthy than a cell on the east side of the jail. It was stated that this prisoner slept under these conditions voluntarily, and had been told by the jailer to change his quarters.

6. The prisoners should be employed on a farm or on the high-ways. Complete idleness for sentenced jail prisoners in this State is rapidly becoming a thing of the past. Most of the counties are now providing employment for their prisoners. In Saratoga County, only resolutions have been passed, but nothing has been done. As a result of this, jail prisoners live in idleness at the expense of the law-abiding citizen of the county. The supervisors of many other counties have felt their obligation to the public in this matter, and have taken steps to establish fair play not only for the law-abiding citizen of the county but also for the prisoners. The following illustrates what other counties are doing: Essex, Franklin, St. Lawrence, Oswego, Erie, Onondaga, Nassau, Madison, Jefferson and others, have county jail farms, and are also employing prisoners on the highways and at stone-breaking. In Tioga, Livingstone, Genesee, Broome and others, prisoners are employed on the county poorhouse farms. In Suffolk and Niagara, prisoners are employed on the roads, at quarry work, and the improvement of hospital sites. The success in these counties shows clearly that Saratoga County is behind the times.

PROGRESS MADE

1. A fumigating apparatus has been installed, so that now mattresses and blankets are fumigated, and each prisoner receives a clean and fresh supply of bedding. The fumigator was built under the direction of the undersheriff.
2. The locks have been repaired on the lower floor, east side, so that now prisoners can be locked in their cells. This is due to the initiative of the undersheriff.
3. A new room has been supplied for the keeping of drugs. This is a good change, for which the undersheriff is also responsible.

GENERAL REPORT

The sheriff is assisted by J. T. Betts, under-sheriff; Mrs. J. T. Betts, matron, and Clarence Hovey, janitor.

Population at the time of inspection was 24, classified as follows:

- 1 minor female for the Grand Jury.
- 4 adult males for the Grand Jury.
- 1 minor male serving sentence.
- 18 adult males serving sentence.

While the plan of this jail is comparatively modern, the chief criticism is the continual necessity of placing two prisoners in a cell, especially on the east side of the first floor. This condition has been

repeatedly criticised in our reports. During the past winter, the jail population reached a maximum of 89, with only 30 cells available. Because of the insufficient number of cells, inmates slept two in a cell, and also on the floors of the corridors. On the east side, lower floor, commonly known as the "tramp section," as many as 30 men have been held. The accommodations in this section, with two prisoners in a cell, provide for only 20. The cells on the east side, lower floor, are very dark, the corridors also, and there is usually a damp atmosphere. The absence of adequate light and air for this section alone is sufficient argument for an immediate improvement.

On the west side of the first floor, and also on both sides of the second floor, where there is frequently need of placing more than one prisoner in a cell, there is a better supply of natural light and air, thus making it superior to the east side of the first floor.

The under-sheriff is trying to maintain a satisfactory standard of cleanliness and order throughout the jail.

The prisoners, with the exception of one, had no complaints to offer about the food which they received or their treatment. The complaint offered by one prisoner related to the lack of opportunity for exercise. This prisoner was one of the number confined in the east side of the lower floor and in the opinion of the inspector, his criticism in general was justified. However, the manner in which he made his complaint and his general attitude at the time of inspection, were improper. The Prison Association has always recommended that prisoners held in confinement for periods of more than 24 hours should receive opportunity for exercise either out of doors or in the outside corridors of the jail. This is recommended as a means of safeguarding the health of inmates and also as a means of breaking the monotony and harmful reaction of the daily idleness. The matter of exercise was taken up with the under-sheriff and it was suggested that as often as possible, that is, every day or two, or three times a week, the prisoners be allowed to exercise in the outside corridors. Unfortunately, there is no jail yard, so that until one is provided, indoor exercise is the only means available.

The female section was clean and orderly. The keys to this section are kept in a chest to which Mr. Betts and Mr. Hovey have access. At the time of inspection there was one female prisoner. The matron is not always present when the door to the female section is opened. The danger of male officers taking the responsibility of entering the female section alone without the matron was discussed with the under-sheriff and the experiences in other counties

were pointed out. This matter was discussed merely in an advisory way, and without the least reflection on the character of the jail officials. Female prisoners are best protected when they are supervised solely by the matron. Also, by such a practice, the male members of the jail staff are relieved from possible accusations of misconduct.

In a storeroom of the jail there were noticed some chains with iron balls attached to them. It was stated by the under-sheriff that these are not used and were merely kept as relics. They should be promptly removed from the jail.

SCHENECTADY COUNTY JAIL, SCHENECTADY

INSPECTED JULY 20, 1916, BY E. R. CASS

Sheriff, L. A. Welsh.

RECOMMENDATIONS

1. The jail yard should be made safe against escape, and should be frequently used for outdoor exercising of prisoners, particularly those awaiting the Grand Jury or examination.
2. Part of the basement should be used as a messhall.
3. Three meals a day should be provided for all prisoners.
4. Schenectady County should continue its progressiveness by eliminating the undesirable idleness in the county jail.
5. Postal regulations relative to mail sent to prisoners should be observed.

GENERAL REPORT

Population at the time of inspection 29, classified as follows:

- 2 adult males held for the Grand Jury.
- 1 adult female for the Grand Jury.
- 3 adult males for examination.
- 1 adult female for examination.
- 22 adult males serving sentence.

The cleanliness and order throughout the jail, particularly in the female department, was above criticism. The present administration is to be commended for this.

The system of providing only two meals a day is still continued. Meals are given at 9 o'clock in the morning and 2 P. M. in the afternoon. The interval between 2 P. M. and 9 A. M. the following morning is too long for a person to go without food. It is a pity that Schenectady County, which now in many respects relative to jail structure and administration ranks among the best in the State,

should not fall in line with practically every county in the State, and provide three meals daily. The usual practice is to give a light meal in the morning, a substantial meal at noontime and again a light meal in the evening. The contemplated plans for a messhall in the basement have not as yet been carried out. This has been done in several counties and the results are most satisfactory to the jail authorities.

Prisoners complained about having their mail opened in the sheriff's office. In accordance with section 601 of the Postal Laws and Regulations of 1913:

"a letter addressed to a person to await trial upon indictment or pending indictment, should be delivered in accordance with the order of the person addressed. In the absence of an order the same may be delivered to the sheriff or officer having charge of the prisoner."

This does not authorize the sheriff to open the mail except by an order. The matter was brought to the attention of the sheriff, and it was suggested that he make a practice of getting an order from the prisoner for opening mail or of opening incoming mail only in the presence of the prisoner. The sheriff said that he would do this in the future.

At the time of inspection, the population was very low. This condition has been characteristic of most of the jails during the past year. The problem of idleness among the sentenced prisoners remains unsolved in Schenectady County. The possibilities of employing the prisoners on highways, or on a county jail farm or on the poorhouse farm or in quarries, are steadily being demonstrated in other counties in the State. Erie County now employs its prisoners at farm work and also on the highways. For those working on the highways, compensation of 10 cents a day is given for satisfactory work. The results of the highway work are satisfactory to the officials, and much money is saved for the county. Onondaga County is doing similar work, except that prisoners are not paid. Prisoners in Niagara County are employed at roadwork and stone breaking. Essex County has recently purchased 257 acres of farm land, and is using jail labor to advantage. Franklin County is using its 30-acre jail farm, and St. Lawrence is showing, as usual, splendid results with its jail farm. Genesee, Livingston, Tioga and Broome Counties are now using jail labor on the county poorhouse farms and also on the highways. In past years, the utilization of jail labor amounted to practically nothing; but at present most of the county authorities agree that prisoners should work, and as a result of this, heretofore idle units in the jails are now employed daily and made to contribute to some extent toward their cost of maintenance.

SCHOHARIE COUNTY JAIL, SCHOHARIE

INSPECTED MAY 18, 1916, BY E. R. CASS

Sheriff, David Boynton.

RECOMMENDATIONS

1. A new jail, built along modern lines, should be provided to furnish healthful living quarters for prisoners, and also to give better facilities for the proper detention of prisoners, especially minors and females. The present jail is unique when compared with most of the other jails throughout the State.
2. Additional mattresses are most urgently needed.
3. Additional electric lights should be installed on the east side of the jail.
4. An extra session of the Grand Jury should be held each year. There are now only three sessions yearly.
5. The system of paying the sheriff a per capita weekly sum for the board of prisoners is a survival in part of the fee system. Many abuses connected with this system finally brought about its discontinuance throughout the State, excepting in one county. The plan now practised in practically every county in the State in defraying the cost of feeding the prisoners is simple and highly satisfactory. In some instances, the Board of Supervisors appoints a purchasing committee, and they buy the necessary supplies for the jail, including the foodstuffs, the bills being submitted to the county auditor for inspection and then submitted to the county treasurer for payment. In most of the counties the sheriff buys the necessary supplies, and submits the bills in the above manner. A procedure of this kind not only relieves the sheriff from suspicion as to the amount he may be making from the board of the prisoners, but brings about in general a better situation.
6. The county authorities should not tolerate a condition such as was found at the time of this inspection. A well managed jail should be ready for inspection at any time of the day or night. Whether the jail is occupied or not, it should always be in a satisfactory condition of cleanliness.

GENERAL REPORT

Population: No prisoners occupied the jail at the time of inspection. The last prisoner left the jail on May 10, 1916 for the Albany penitentiary.

The corridors of the lower floor of the jail were dirty and many burnt matches were thrown about. There was much dust on the bar work. Soiled blankets were thrown on the floors of the cells; and in several cells, were carelessly thrown on the beds. The mattresses in the cells on the first floor were in an unclean and extremely worn condition. Some new mattresses have been purchased, but these were placed in the cells on the second floor.

On the second floor, the cells and corridors were likewise unclean, and the blankets thrown about in the cells and corridors. There was an extraordinary amount of paper stuffed between the bars of the cells, and many undesirable pictures were on the cell walls. The wire arrangement over the top of the cage was broken on one end, enabling the prisoners to throw papers and short pieces of blanket upon the top of the steel cage.

The women's section was in a most unclean and disordered condition. The small tables were stacked with magazines; blankets were thrown in piles on the beds; magazines were scattered on the floor, and papers were stuffed between the bar work of the cells. Used eating utensils were on the floor, and on a table, also portions of uneaten food. These had been in the section undoubtedly for at least a week.

The general uncleanliness and disorder of the first and second floors of this jail were perhaps the worst the inspector has observed in any jail for some time. The management deserves to be severely criticised for not having the jail clean, a week after the last prisoner was released. Uncleanliness is unpardonable. When the inspector arrived at the jail, the under-sheriff was getting ready to mow the lawn in front of the court house or one of the county buildings. While this no doubt is important for the appearance of the county grounds, it is nevertheless very important that the dignity of the county be upheld by preserving a satisfactory condition of cleanliness inside the jail. If all the prisoners had been released on the morning of the inspection, there might have been some excuse for the condition; but with a whole week between the time of release of the last prisoner and the time of inspection, there seems no good excuse for the disordered and dirty condition of the jail.

SCHUYLER COUNTY JAIL, WATKINS

INSPECTED MAY 23, 1916, BY E. R. CASS

Sheriff, D. F. Thompson.

RECOMMENDATIONS

1. The renovation and enlargement of the present jail is most advisable. The present location of the jail complicates the problem of employing sentenced prisoners. The present tendency in many counties is to locate the jail in the outlying districts in connection with a farm. If the authorities of Schuyler County cannot arrange for a new jail and a farm, provision should be made for the rental or purchase of farm land near the present jail. In St. Lawrence County, prisoners work every day during the open season on a farm one mile from the jail. The statement of that county shows the possibility of employing sentenced prisoners to the advantage of the county taxpayers.

2. A screen should be constructed around the bath tub.

3. There should be one more session annually of the Grand Jury whenever the population in the jail justifies it. Such provision has recently been made in three counties in the State, thus abolishing the unjust hardship imposed on Grand Jury prisoners during the long periods between the infrequent regular sessions.

4. To prevent a repetition of a misunderstanding between the sheriff and his subordinates in the jail relative to compensation for services, the Board of Supervisors should definitely state how the money appropriated for the maintenance of the jail is to be used. It is not best that the sheriff make a contract with his employees. However, if a contract is made between the sheriff and an employee for services in the jail, the contract should be for the amount specified by the Board of Supervisors.

PROGRESS MADE

1. It was stated that the Board of Supervisors were considering the renovation and enlargement of the present jail. In our previous reports we have criticised the inadequate accommodations in this jail, and the antiquated type of construction, and recommended that a new jail be built.

GENERAL REPORT

The jail was unoccupied at the time of inspection. The jail staff, as per the Board of Supervisors' budget, consists of a turnkey, a janitor, a matron and a cook and laundress.

A satisfactory condition of cleanliness and order existed in all parts of this very small jail. Much care is exercised to keep the jail clean. The jail is usually inadequate for the needs of the county.

SENECA COUNTY JAIL, WATERLOO

INSPECTED MAY 22, 1916, BY E. R. CASS

Sheriff, James O'Connor, since January 1, 1916.

RECOMMENDATIONS

1. A jail assistant should be provided for the sheriff. To conduct the new jail properly requires more work than in the old jail. The sheriff is now bound by a twenty-four-hour-a-day routine in the jail. He does much of the outside work, making it necessary at times for him to go miles from the jail and leave it in charge of his wife or perhaps a trusty. This is improper, and an unfair burden upon the sheriff.

2. The fixed sum per capita per meal for the board of prisoners should be discontinued. The system in vogue in over 50 counties of this State is as follows: The sheriff or committee is authorized by the Board of Supervisors to purchase the necessary food supplies, and the bills are then submitted by the sheriff to a committee for approval and payment. This plan gives the county authorities an opportunity to learn just how much is actually expended for the board of prisoners, and at the same time removes the suspicion that the sheriff may be making money, by providing scanty rations.

GENERAL REPORT

Mrs. O'Connor acts as matron.

Population 11.

1 minor male, 14 years old, awaiting transfer to Industry.

3 adult males for the Grand Jury.

1 adult male for trial.

1 adult male, civil prisoner.

5 adult males, serving sentence.

This is the first inspection of the new jail. The inspector is glad to report that Seneca County now has a clean, well-kept, thoroughly equipped jail, of its type.

Aside from the splendid physical equipment of the jail, one very commendable feature is the method of receiving prisoners. They are held in what is known as the "town lockup room" until sen-

tenced, or committed to await the action of the Grand Jury. Then they are brought from this room upstairs, and after removing their clothing are sprayed with disinfectant and then made to bathe. They are deprived of their own clothing and are given a pair of overalls, a shirt, a jumper and socks, and are then assigned to a cell either in the Grand Jury section, or one in the part reserved for sentenced prisoners. In another part of the basement is a compartment built by the sheriff at little expense, for fumigating the clothing of prisoners. After the clothing has been disinfected by formaldehyde for a day or so, it is removed to another section and kept there until the prisoner is discharged. This practice keeps the jail free from vermin. While in the jail, bathing once a week is mandatory for each prisoner. Sheets and pillow cases are washed once a week.

The prisoners do not receive their meals in the corridors or cells, but instead in a messhall in the basement. This also facilitates the task of keeping the jail clean, and makes life within the jail more normal.

The cells are equipped with one iron hinged bed, an iron shelf, an iron hinged seat, and a wooden cabinet. The usual cell-block plan has been installed. The backs of the cells are separated by a utility corridor, and the fronts face the prisoners' corridor, which is separated from the side walls of the building by a corridor designed for the use of the jail staff. The three floors of the jail are distinctly separate. The first and second floors are similar in design, and on the third floor there is a small cell-block with three cells on each side and two hospital rooms. One of these hospital rooms is equipped with an operating table and two small instrument tables.

In the basement, adequate provision is made to do the laundry work. There is a separate water-power washing machine for the prisoners' street clothing, and an electric-power washing machine for jail uniforms, the sheets, pillow cases and blankets. There is also an electric mangle.

In the sheriff's office there is a steel visiting-booth, making it possible for a prisoner to converse with a visitor without contact. An improvement could be made if the door to the prisoners' compartment opened into the hallway, which divides the sheriff's residence from the jail. This would permit the bringing of a prisoner to his compartment without confusion, and the possible meeting of visitors who might be in the sheriff's office.

The jail yard is not used. It is stated by the sheriff that he does not feel it is safe against escape, inasmuch as it would be easy for

prisoners to use the bar work on the windows facing the yard, and scale the wall. This is the case in other counties where new jails have been built.

By legislation in 1915, the Board of Supervisors are now authorized to fix the rate of board for prisoners. They have raised the allowance per meal per prisoner from 8 to 12 cents. The village of Waterloo pays 15 cents per meal per prisoner for the inmates of the tramp room. The sheriff submits to the Board of Supervisors the number of days of detention of prisoners, the number of meals provided, and the commitments. Although this is not a fee office, the very fact that the sheriff is allowed a fixed per capita of 12 cents per meal for the board of prisoners indicates that a part of the old fee system of paying sheriffs still prevails. This statement is not intended to reflect upon the integrity of the present sheriff of this county. The attention of the Board is called to the fact that the sheriff is not obliged to submit bills showing the actual expenditure for foodstuff.

STEBEN COUNTY JAIL, BATH

INSPECTED JUNE 30, 1916, BY E. R. CASS

Sheriff, F. O. Gay, from January 1, 1912.

RECOMMENDATIONS

1. Sheets and pillow cases should be provided for the prisoners. This is not a luxury, but a means not only of safeguarding the inmates and the community from infectious diseases, but of maintaining cleanliness.
2. The committee on county buildings has expressed its approval of our recommendation that the separation of the Grand Jury section from the section in which prisoners serving sentence are kept, be made more complete. This seems to be as far as the matter has gone. Some action other than simple approval should be taken.
3. A system of records should be kept, showing the number of prisoners in the jail each day serving sentence, held for Grand Jury, etc. Also showing how the population is distributed with respect to labor; that is, how many are employed in the kitchen, in the stoneshed, etc.
4. A padded cell should be part of the equipment of this jail, in order that cases of violence can be properly dealt with, and that the reputation of the jail staff can be protected against unwarranted suspicions of brutality.

5. Many jails have established receiving quarters for new prisoners, usually consisting of some part of the basement, or one side of the first floor of the jail. A bathing and fumigating apparatus is necessary. The fumigating apparatus need not be expensive. An ordinary large packing case or a homemade wooden cabinet lined with tin will serve. Prisoners when admitted are examined preferably by a physician, or the jailer, to determine whether they are affected with a contagious disease or have dangerous physical defects. They are made to bathe and surrender their clothing. After bathing the prisoners are supplied with a jail uniform usually consisting of overalls, a shirt and socks. This uniform is worn by the inmate while in the jail. His own clothing is fumigated and stored away until the time of his release. A system of this kind is the only sensible means of keeping the jail clean and free from vermin. In jails where it is now established, the sheriffs and jailers speak very highly of it and wonder why they had not done it before.

6. The matron, who is a salaried officer of the jail, should be the only jail officer to come in contact with the female prisoners.

7. The insanitary iron toilets should be displaced by heavy porcelain toilet bowls. These bowls are more expensive than the iron ones, but give longer and better service and can easily be kept clean. They are specially constructed, being very heavy, and are without wooden seats.

8. The iron chain and leg irons which have at some time been used on the prisoners should be absolutely removed from the jail. Their presence is unnecessary, and their use not in accordance with humane and sensible methods of dealing with prisoners.

9. The jail physician should visit the jail frequently. In many jails in the State the physicians, who also receive a very small sum from the county, call every morning or every other morning to see if their services are needed.

10. Pictures, especially those of questionable character, should not be pasted on the walls of the cell.

11. The present unprofitable and burdensome form of employment, though better than nothing, should be improved. The criterion, set by other counties, of working their prisoners on county jail farms and on the highways should be followed. The analysis of the St. Lawrence County sheriff's report for 1915 shows that the labor of the prisoners on the county jail farm reduced the cost of maintenance during the year 38 cents per week per prisoner.

12. Aluminum ware or crockery eating utensils should be substituted for the present agaware equipment. Monroe County jail has experimented with aluminum ware, also Jefferson County, and in both the results have been satisfactory.

PROGRESS MADE

1. A screen has been placed around the bar work in the jail office so as to prevent visitors from passing contraband articles to prisoners.

2. The keys to the female department have been removed from the jail office and deposited with the matron. The need of this was pointed out at the time of this inspection.

3. Some of the library books have been recovered and entrusted to the care of the new sheriff. He has acknowledged the receipt of the same, and promised to carefully supervise the frequent distribution of the books.

GENERAL REPORT

The sheriff is assisted in the jail by the under-sheriff, a jailer and a matron. There are also two guards to supervise the men breaking stone.

Population 28:

25 adult males serving sentence.

2 adult males for the Grand Jury.

1 adult male serving sentence.

Pit section.—This section is used to detain male prisoners serving sentence. The floors of the cells and corridors were clean. In some of the cells, the iron work in the rear part could be cleaner, especially in the rear of the toilets. The steel floor in this section and the old iron type of toilet bowls represent two undesirable features. The toilets, particularly, are now *insanitary* and almost impossible to keep clean. The steel floors continually rust, despite the frequent application of kerosene oil after the floors are washed. The oil makes the floors slippery and slimy, and the odor is obnoxious.

Grand Jury section.—In previous reports, the easy opportunities for communication by voice or otherwise between Grand Jury prisoners and prisoners serving sentence have been pointed out. The law requires that these prisoners be kept separate. This law was framed to protect not only prisoners in the jail, but also the ultimate interests of the county. The general cleanliness of this section was satisfactory. On some of the walls, many pictures were pasted,

some of undesirable character. This practice allows dirt to accumulate, and also mars the appearance of the walls after the pictures have been removed. There being only two grand jury prisoners, most of the cells were unoccupied, but the beds were equipped with bedding.

The various rooms located in the section directly above the jail office were clean. One was occupied by a female prisoner. This prisoner was received by the under-sheriff and assigned to a room. She was not searched, nor examined as to her cleanliness or physical condition. The matron had not visited this woman while she was in the jail, and on several occasions food was served to her by male employees. It was also found that the keys to the female section were kept in a cabinet in the jail office. Each male employee had free access to this cabinet and therefore to the keys of the female section. It was stated by the sheriff and jailer before the inspector left the jail that the keys to the female section had been given to the matron, with instructions that only she is to have them in her possession, so that in future the matron can be held directly responsible for whatever occurs in the female section.

In the "pit section" a sick prisoner was in his cell. This prisoner was formerly an inmate of a county home, and was old and feeble. He had been visited by the doctor only once during two weeks. It was stated that the regular doctor is on his vacation and that his responsibilities are assumed by a substitute. The prisoner in question needed more frequent visits from a physician.

The prisoners were well satisfied with the food served them, and also with the treatment shown them by the sheriff and his assistants. The condition of order and cleanliness in the kitchen was good. The agate-ware eating pans and cups were badly chipped, and in some instances rusted. Even with great care, agaware will chip and is therefore undesirable. After the enamel wears off, a rough iron surface is exposed, and it is impossible to keep the same clean and free from rust. The bedding consists of straw mattresses and blankets. The mattresses are not refilled at regular intervals. The practice is, to fill a few every two weeks. It was stated though, that a fresh mattress, together with clean blankets, are available for every new prisoner. The good standard of other jails in the State with respect to sheets and pillow cases, does not exist in this jail.

Stone-breaking is still the chief means of employing sentenced prisoners. In previous reports, it has been pointed out that this is a money burden to the county, and results in no material good. At the time of inspection there were 12 men breaking stone, 2 men

wheeling stone, 3 washing blankets, 3 assisting in the kitchen, one acting as a janitor in the "pit," and 2 were sick. The stone is purchased for 50 cents a cubic yard, and sold for 60 cents. However, there is practically no demand for it, so that there are always large quantities on hand. Aside from the cost of the stone and deliveries, there are also the salaries of two guards who supervise the men. The work not only is unprofitable to the county, but also works an injustice directly to the prisoners. They are not supplied with overalls or shirts, and must therefore break stone while wearing their own clothes, which in most instances are very badly worn when the prisoners are received. The dust and dirt from broken stone ruins whatever is left of the prisoners' garments.

Stone-breaking as the only means of employment is a failure, unless it can be correlated with work on the highways, or a satisfactory arrangement can be made for the distribution of the broken stone. Steuben County is one of the very few, still employing its prisoners in this way. More progressive methods of employment place the prisoners on the town highways, on a county jail farm, or on a county home farm. In Franklin, Suffolk, Onondaga, Erie, Nassau, Niagara and Tioga Counties, prisoners are employed satisfactorily on the highways. In Chenango, Tioga, Genesee and Livingston Counties, arrangements have been made for the employment of the prisoners on the county poorhouse farm. The following counties are now operating profitably jail farms: St. Lawrence, Oswego, Madison, Essex, Franklin, Jefferson, Erie, Onondaga, Monroe, Nassau.

Numerous leg irons and chains were found in one of the rooms of the jail and also in a case in the jail office. These were rusted and did not show evidence of recent use. It was stated by the undersheriff that he could not use them because there are no keys available. These instruments are relics of the past, and should be absolutely eliminated from the jail.

About June, 1915, 50 books were donated by the Jail Library Committee for the use of the prisoners in the Steuben County jail. These books were to be the property of the jail. When the present sheriff came into office, he was communicated with by the inspector regarding the condition of the library books. The inspector was informed that there were no library books in the jail. At the time of this inspection, the inspector made it a special point to gain some information concerning the whereabouts of the library books and to recover them if possible.

SUFFOLK COUNTY JAIL, RIVERHEAD

INSPECTED BY E. R. CASS, SEPTEMBER 26, 1916

Sheriff, Charles J. Odell.

RECOMMENDATIONS

1. The county authorities should continue to utilize the labor of prisoners serving sentence in the jail. The employment of the prisoners in the past has been most satisfactory but has been only temporary. The present highway activities should be further developed and prisoners should be employed on a county farm.
2. The jail yard should be used for the exercise of prisoners, especially those awaiting the Grand Jury.
3. Sheets and pillow cases should be provided.
4. A matron should be appointed and paid by the county.

PROGRESS MADE

1. The jail yard is no longer used for the storage of coal. Our previous reports have urged that this objectionable practice be discontinued.

GENERAL REPORT

Population at the time of inspection numbered:

- 20 adult males held for Grand Jury.
- 1 minor female for Grand Jury.
- 27 adult males serving sentence.
- 3 females serving sentence.

The entire jail was clean and orderly.

The laws relative to the classification and separation of prisoners were satisfactorily observed.

The inmates had no complaints to offer as to their treatment by the sheriff and his subordinates.

The jail yard is no longer used for the storage of coal, but it should be used regularly for the outdoor exercising of prisoners.

From the physical standpoint and that of general equipment, this jail is one of the best in the State. In the matter of sheets and pillow cases, it does not come up to the standard of most of the other counties. This addition could be made to the bedding equipment without much expenditure to the county, and a more satisfactory outfit provided.

No appropriation has been made for the salary of matron, so that the sheriff's wife now does some of the matron's work gratis for the

county. It is most important that a salaried matron be provided for every county jail. Past experiences in this and other counties have shown that female prisoners need to be strictly supervised and common decency requires that the greater part of this supervision should be in the hands of a duly appointed matron.

The purchase of a jail farm has been thoroughly discussed in this county, but as yet no farm has been purchased. The labor of the jail inmates in the past year has been used principally on the high-ways. From January 1, 1916, to September 30, seven hundred and fifty days of labor are credited to jail inmates.

SULLIVAN COUNTY JAIL, MONTICELLO

INSPECTED BY PHILIP KLEIN, JUNE 7, 1916

Sheriff, Elmer Winner.

RECOMMENDATIONS

1. The first tier should receive an entirely new coat of paint.
2. The doors shutting off the niches in the cells containing the toilets should be removed.
3. A signal system connecting the jail with the sheriff's office should be installed.
4. The system of per capita payment to the sheriff for maintenance of prisoners should be discontinued because based on the wrong principle, despite the fact that at present it seems to work out with no disadvantage to anybody concerned. In other counties the system has at times been abused; and there is no assurance that under another sheriff, less scrupulous, conditions in Sullivan County may not also deteriorate.

GENERAL REPORT

The sheriff's wife acts as matron; Hobart Hill is under-sheriff; John C. Lennon is deputy-sheriff. The two latter alternate on day and night service at the jail.

There were five prisoners at the time of inspection, three of them awaiting trial, one serving sentence and one a civil prisoner. At the time the inspector arrived at the jail, no employee was inside the jail, and the electric bell was out of order. The inspector had to go to the sheriff's office in the court house in order to find the jailer and obtain access to the building. It has been stated in a previous inspection report that the present sheriff has discontinued the practice of

leaving the jail open and in charge of the trusty; but the practice of not having any employee at the jail is also bad, especially when there is no signal connection between the sheriff's office and the jail, so that in case of trouble the inmates cannot call the jailer.

The condition of the jail as a whole was found very good. The five prisoners awaiting trial and serving sentence were on the first tier. Sheets and pillow cases were found clean and properly distributed. Some of the prisoners were reading books provided by the New York Jail Library Committee. The prisoner serving sentence was at the time of inspection at the sheriff's house, helping Mrs. Winner in the preparation of food. The vacant cells were in proper condition (without any bedding). The doors shutting off the niches in the cells worked only partially. They should be removed entirely. The first tier should have a new coat of paint as soon as possible. This is practically the only tier really used and subject to wear, and therefore should be painted at fairly frequent intervals. The second and third tiers are hardly ever used, and their condition is practically perfect. There was one civil prisoner on the second tier. The key to the female department, although there was no woman detained at the time of inspection, was very properly at the office, and not together with the other keys. In the basement the hot water apparatus was found in running order; the kitchen, laundry, tramp room and store room were found in a very satisfactory condition of cleanliness. The laundry is used only for heavy material, like blankets. Sheets and pillow cases are washed outside, by contract. There is hardly any justification for this, however. Prisoners can do this light work if they are capable of washing blankets.

There is never a sufficiently large number of prisoners to make the establishment of a permanent system of labor desirable. Prisoners are used for cleaning up the jail and court house, and occasionally about the grounds. Prisoners awaiting trial are also allowed to work about the grounds.

Two steel doors have arrived at the jail to be installed at the first floor and basement entrances, as frequently recommended by us. If one of the doors in the basement is bricked up, as the administration intends it to be, the two steel doors will suffice.

The prisoners were quite content with the amount and quality of food. It was stated that breakfast consisted of cereal, milk, bread and coffee; dinner of meat and vegetables, and supper of cold meat, vegetables and bread and tea with occasional dessert. On the day of inspection, dinner had consisted of frankfurters and sourkraut, potatoes, beets, bread, tea. Evidently the system of per capita pay-

ment to the sheriff for the maintenance of prisoners works out well in this jail so far as the nature of the food served is concerned. The system, however, is objectionable and subject to abuse and should be abolished.

The fence around the jail has been painted since last inspection. The food is cooked in the sheriff's house by the sheriff's wife, with aid of a prisoner when available. As a whole, the general standard of administration is excellent.

TIoga COUNTY JAIL, OWEGO

INSPECTED MAY 24, 1916, BY E. R. CASS

Sheriff, W. E. Allen.

RECOMMENDATIONS

1. An exact accounting should be kept with the Poor Farm of the amount of labor performed for it by the jail prisoners, as well as of any other labor performed by them. The Poor Farm should make some return to the jail for the labor of prisoners, in form of vegetables grown upon the farm.

2. The present system of defraying the cost of feeding the prisoners should be discontinued. This is in part a survival of the unsatisfactory fee system now abolished in all but one county. The integrity of the present sheriff is not questioned, but the system as it stands makes abuse possible. The fact that this system or similar systems have been discontinued in practically all the other counties, proves beyond doubt that it is a wrong basis upon which to meet the cost and preparation of food. The practice in other counties is as follows: The sheriff, or a committee, purchases the necessary food supplies and submits the bills to the sheriff's committee, or to the chairman of the Board of Supervisors, for approval and payment. In the year 1915, 39 counties out of a total of 63 in this State boarded their prisoners satisfactorily for \$2.00 per week or less per capita.

3. A rotary washing machine should be added to the laundry equipment.

4. A matron should be employed. The sheriff's wife should not have to serve as matron without pay.

PROGRESS MADE

1. More attention is now given to the cleanliness of the police lockup. The need for this was pointed out in our previous report.

GENERAL REPORT

The jail staff consists of a jailer and one guard. There are usually two guards but now only one because of the small number of prisoners serving sentence. Only 32 prisoners have been committed to the jail so far this year.

Population 6:

- 1 minor male awaiting transfer.
- 4 adult males serving sentence.
- 1 adult male for the Grand Jury.

The jail was clean; also the police lockup section in the basement. All the beds were not carefully made up. This should be remedied.

Since the first of the year the absence of a sufficient number of prisoners serving sentence has made it impossible to do work on the highways, and very little work has been done on the county poor-house farm. On the date of inspection only one man was working on the farm.

TOMPKINS COUNTY JAIL, ITHACA

INSPECTED MAY 24, 1916, BY E. R. CASS

Sheriff, Charles Mackey

RECOMMENDATIONS

1. The jail needs a modern laundry equipment.
2. Fewer prisoners should be sent to the Onondaga County Penitentiary. This practice incurs considerable expense for the transportation of prisoners and guards, and also for the board of prisoners, and the county gets no benefit from the money expended. Several counties have discontinued sending their prisoners to the county penitentiaries, and are employing them on the highways in their own counties or on a jail farm.

PROGRESS MADE

The Board of Supervisors of the county have passed a resolution authorizing the employment of sentenced jail prisoners in the county jail, on town highways.

GENERAL REPORT

The jail staff consists of a jailer, and of a matron who divides her time between the police headquarters' lockup and the jail. It was stated by the sheriff that Mr. Shaw and his wife (the matron) are the only persons who have keys to the female section, and that Mrs. Shaw is present when the female prisoners receive their food.

Population 13: 1 adult female serving sentence; 4 adult males for the grand jury; 8 adult males serving sentence. There have been 126 persons committed to the jail since the first of January, 1916, and the daily average population has been about 13.

The periods of sentence for those in the jail at the time of inspection were as follows: For 3 days, 2; 5 days, 2; 15 days, 1; 20 days, 1; 30 days, 2.

ULSTER COUNTY JAIL, KINGSTON

INSPECTED FEBRUARY 24 AND MAY 16, 1916, BY E. R. CASS

Sheriff, E. T. Schultis.

RECOMMENDATIONS

1. Increased bathing facilities and a better hot water supply should be provided. This need has undoubtedly been misunderstood by the residents of Ulster County. It matters little whether the men bathe by means of an ordinary bath tub or a shower bath. The point is, that they should be made to bathe at least once a week, in order that the cleanliness of the jail can be preserved, and that they themselves can be made to live up to the standards of civilized beings. The present equipment consists of two shower baths, which are inadequately supplied with hot water from a 40 or 50 gallon boiler located in the basement. Because of the inadequate supply of hot water, prisoners are reluctant to use the shower baths with only cold water. There is no reason why they should not decline to do so. Warm water is necessary for the cleansing of the skin. A hot water heater needs to be located in the basement. This will give at very small cost a satisfactory supply of hot water throughout the jail. Any equipment which will promote the personal cleanliness of human beings should not be looked upon as an unnecessary luxury.

2. The unsatisfactory condition of the bases of the toilet niches should be remedied. The members of the Board are cautioned against the use of enamel ware toilet equipment. A heavy porcelain toilet bowl in one corner of the cell will permanently remedy the unsatisfactory existing condition.

3. A matron should be employed, first to ensure the protection of female prisoners, and secondly, to protect the management from embarrassing allegations. Unless in the company of the jailer's wife, female prisoners should always be kept under lock and key so that male persons cannot have easy access to the female quarters.

4. The system of paying the sheriff twenty-five cents per diem for the board of each inmate should be discontinued. This undesirable system has been discontinued in practically every county in this State and a more satisfactory system has replaced it. The following system is recommended: The food supplied should be purchased by the sheriff or a committee appointed by the Board of Supervisors, and the bills for the foodstuffs should be submitted for ratification to a committee appointed by the Board, and then paid by the county treasurer.

5. The prisoners should be regularly exercised in the outside corridors of the jail. This practice will help to work off the surplus energy of men living under unnatural conditions and thus make them less restless, and thereby minimize the problem of discipline and order.

PROGRESS MADE

1. A beginning has been made in remedying the unsatisfactory toilet conditions. In our reports these conditions have been always severely criticised.

2. The labor of some of the sentenced prisoners is used to the advantage of the county. Our reports have always advocated the utilization of inmate labor.

GENERAL REPORT

Population on May 16, 1916 was 14.

- 1 woman adult serving sentence.
- 1 adult male for the Grand Jury.
- 11 adult males serving sentence.
- 1 adult male awaiting trial.

At the time of this inspection and of the previous one, it was evident that much care is now exercised to have a high standard of cleanliness prevail throughout the jail.

It was gratifying to find all parts of the jail satisfactorily clean. The sheriff and the inspector found a key in the door leading to the female section. This key operated the lock, and therefore it would have been easy for anyone to go up the stairs. There was one woman serving sentence, and access to the section in which she was confined was not obstructed. The sheriff denied that the doorway leading to the female section was always unlocked or had the key in it. However, the inspector recalls that at the time of his inspection on February 24, 1916 the key was in the door, but there were then no females committed to the jail.

The unsatisfactory condition of the toilet niches still remains, but it was encouraging to find that in one of the toilet niches in the basement, an enameled ware base has been installed for trial. The attention of the Board of Supervisors is called to the fact that enameled ware chips, and after chipping a rough iron surface is exposed, which easily rusts and thereby repeats the previous unsatisfactory condition. In Cattaraugus County the authorities have abolished the niche type of toilet, and are installing in one corner of each cell a heavy porcelain bowl. While the porcelain bowls cost more money in the beginning, they give much better service than any other form of toilet equipment now in use.

There is no established form of employment for the prisoners. The sheriff has been using them in grading some of the county grounds adjacent to the jail. The number of prisoners serving sentence usually averages between 10 and 15, thus making a small working unit. However, many of these prisoners are sentenced for long periods, and therefore an extreme hardship is imposed upon them, when they must spend days and months within the close confinement of the jail without an opportunity for physical exercise. Other counties throughout the State have satisfactorily employed their prisoners on highways and on county jail farms. If Ulster County does not see its way clear to follow the example set by these counties, it should not be willing to confine long-term prisoners in its jail under abnormal conditions. It would be preferable of course to establish some form of employment, but if this cannot be done, prisoners serving long periods should be sent to the penitentiary.

WARREN COUNTY JAIL, LAKE GEORGE

INSPECTED JULY 26, 1916, BY E. R. CASS

Sheriff, Charles H. Baker.

RECOMMENDATIONS

1. A padded cell should be installed in the jail.
2. The county authorities are urged to adopt stonebreaking as a means of employing sentenced prisoners at times when it is not practicable to use them on the highways.

GENERAL REPORT

The under-sheriff is M. R. Smith; matron, Mrs. C. H. Baker.

Population 6, classified as follows:

- 3 adult males for the Grand Jury.
- 3 adult males serving sentence.

The jail was very clean in all parts, and the equipment and furnishings were in good order. The new sheriff has provided a hospital type of cot bed for each cell, to take the place of the iron hinged beds. The latter are still in the cells, but not used. The beds have been painted white. A new supply of mattresses has been installed, and extra outside covers for same provided. The iron work on the first and second floors has been painted with aluminum paint.

No work has been done this spring or summer on the highways because of the small jail population. However, during the winter the population reached a maximum of 31 at one time, but there was no work available. A small population is characteristic of this jail; but to meet such conditions as were experienced during the past winter, stone-breaking should be provided as a means of employment. Prisoners were satisfactorily employed last year in this county, and in the future every effort should be made to continue such good work.

The inmates were well pleased with the food and treatment accorded them at the hands of the sheriff.

WASHINGTON COUNTY JAIL, SALEM

INSPECTED SEPTEMBER 28, 1916, BY E. R. CASS

Sheriff, Robert J. McClarty.

RECOMMENDATIONS

1. The county Board of Supervisors is strongly urged to use its authority under Section 93 of the County Law and Section 70 of the State Highway Law to employ the jail prisoners either on a county farm or on the highways. An expensive farm need not be purchased but instead, one partly run down which could be improved and on which good crops could be raised.
2. A padded cell should be provided. A cell of this kind not only protects an inmate from his own violence, but also safeguards the management from unwarranted suspicion of brutality.
3. Three meals a day should be provided for all prisoners.
4. Sheets and pillow cases should be provided for all prisoners.
5. An opportunity for outdoor exercise should be granted to the prisoners, especially to those awaiting the action of the Grand Jury.
6. A fumigating apparatus should be installed in the basement, and jail uniforms should be provided (no stripes).

Upon admission the prisoner should bathe thoroughly and be given a jail uniform before being assigned to the jail proper. His clothes should be fumigated and stored away until the time of his release. With a system of this kind good sanitation can be assured, and the task of keeping the jail clean greatly facilitated.

PROGRESS MADE

The sheriff expressed his intention, at the time of this inspection, of providing three meals a day to all prisoners. This has always been urged in our reports.

GENERAL REPORT

The under-sheriff, J. W. Arnold, and Jailer O'Brien have been kept in office by the new sheriff.

The population at the time of inspection was 19, classified as follows:

- 6 adult males for trial.
- 1 minor male for trial.
- 2 minor females under temporary commitment awaiting transfer.
- 10 adult males serving sentence.

This inspection was made at any early hour in the morning, and the inspector is glad to report that a highly satisfactory condition of cleanliness prevailed in all parts of the jail. The jailer seems always desirous of maintaining satisfactory order and cleanliness.

Sheets and pillow cases are lacking in this jail, except for the women. Sheets and pillow cases are as necessary for a complete bedding outfit in a jail as in a private home. They add to the appearance of the jail equipment; and if properly used prevent prisoners from coming in direct contact with the mattresses which must be used by many different prisoners. This addition could be made the bedding equipment without much cost to the county.

The practice of giving the prisoners only two meals a day has not yet been changed. This matter was taken up with the sheriff by the inspector and the method employed in other counties of the State was pointed out. The sheriff finally stated that he was willing to increase the number of meals to three a day; that is, the morning meal would consist of coffee and bread or a cereal or perhaps some fried potatoes. The noonday meal would be a substantial one, and again in the evening a light meal consisting of tea and bread or milk and bread would be given. For men held in such close confinement it is considered advisable to provide fruit of some kind frequently.

On the third floor, in the female section, a young girl of about 19, and a still younger girl were confined. The former had been

returned from the Hudson Training School because in the opinion of the authorities of that institution she did not favorably respond to the methods employed for the reformation of the inmates. The younger girl was awaiting transfer to an orphanage. It was learned by the inspector that the character of the girl returned from the Training School was such that it would be strongly advisable to keep her separated as much as possible from the younger girl. This should be done regardless of the fact that the younger girl's life may have been blighted because of the character of her parents or otherwise. The jail, as an institution, should stand for all that is reformative, and in working out reformation it is most essential that the environment and companionship be most favorable. The case of the 19-year old girl emphasizes the need for an institution to care for the girls who cannot be kept in our reformatories, and for whom there are usually no accommodations in our civil institutions. Not infrequently the inspector finds girls in county jails who have been returned from reformatory institutions because they were not considered fit subjects for the treatment employed.

The problem of idleness is still unsolved in this county. This condition imposes an unfair financial burden upon the law-abiding citizens and also works an injustice toward the prisoner, because daily idleness is detrimental to the health and handicaps probable reformation. As pointed out in previous reports, the jail is at certain seasons of the year in reality a lodging-house. Many of the "old-timers" know that their meals are forthcoming, and that they will be able to get a wholesome and clean place in which to sleep. Many of them have passed the stage where a jail sentence causes humiliation. While confined in the jail they are relieved of the responsibilities of earning their daily bread, and in many instances innocent women and children are made to suffer for their failings.

It is within the power of the County Board of Supervisors to remedy this unsatisfactory condition. About three years ago, most of the counties throughout the State were not providing employment for their prisoners. However, things have gradually changed so that now those counties that are not employing their sentenced jail prisoners are greatly in the minority. Idleness has been replaced by employment on county and town highways, in quarries, on county poorhouse farms, on county jail farms and on county tuberculosis hospital sites. In practically every county where prisoners have been employed on the farms, highways, etc., it has been shown that the product of their labor reduces materially their cost of maintenance. The most striking example of this is St. Lawrence County, where

the value of the products raised on the farm for the fiscal year ending September, 1915 reduced the per capita cost of maintenance 38 cents per week per prisoner.

WAYNE COUNTY JAIL, LYONS

INSPECTED JUNE 23, 1916, BY E. R. CASS

Sheriff, B. E. Valentine.

RECOMMENDATIONS

1. The use of the old jail in its present form should not be continued. The county authorities are urged to enlarge and equip in modern fashion the present one, or construct a new jail.
2. Sheets and pillow cases should be provided. These are supplied as a part of the bedding equipment in practically all jails in the State.

GENERAL REPORT

Under-sheriff, J. Collins; matron, Mrs. Valentine.

Population 4:

- 3 adult males serving sentence.
- 1 adult male awaiting Grand Jury.

The sheriff and under-sheriff were not at the jail at the time of inspection. The sheriff's wife was in charge, and because she did not have the keys to the south side, access to the cells on this side could not be had. Two of the prisoners were on the south side. One was in the barn and the other in the corridor between the jail and the sheriff's residence. The last mentioned prisoners were trustees, and one in particular acted as an assistant to the sheriff's wife during his absence.

Since the first of the year only 33 prisoners have been committed to the jail, 3 of whom were women. The form of record book is different from that usually found at the jails. The front part of the book contains an alphabetical index and the main part contains blank forms of commitments. A copy of the commitment signed by the committing justice is made in one of the blank commitment forms embodied in the book. In the index part, the page on which this copy is made is recorded. Aside from keeping the commitment and the registration in a compact form, it also facilitates tracing the number of yearly commitments and the nature of a prisoner's detention in the jail.

The antiquated jail is still in use. The construction of a new one or renovation and enlargement of the present one has been delayed because of work on the new sewage disposal plant. It was stated that this plant is now completed, and therefore the present jail condition should be changed.

A satisfactory condition of order and cleanliness prevailed. Though not possible to enter the cells on the south side, the inspector could see the clean corridor. The prisoners on the south side were conversed with, and they together with the others expressed satisfaction with the food and treatment.

The advisability of leaving the jail in charge of the matron without allowing her to have keys to all parts of the jail, is questionable. If it is the fear that the keys might be taken from the matron when the sheriff and under-sheriff are away and that the prisoners might then be released, arrangements should be made for a deputy to be present on such occasions. For instance, if on the day of inspection the sheriff's residence took fire, there would be no way of releasing the prisoners from the small stone jail which would have become a veritable oven.

The use of the old jail in its present form is undesirable because of its general structure and inadequate equipment. The old dark, poorly ventilated stone vault cells are things of the past. The use of the bucket system is entirely unsatisfactory, even with the best precautions. The absence of proper bathing facilities is also a drawback to the proper care and handling of prisoners.

WESTCHESTER COUNTY JAIL, WHITE PLAINS

INSPECTED BY PHILIP KLEIN, MAY 11, 1916, 11:30 A. M. TO 1:30 P. M.

Sheriff, Ulrich Wiesendanger; Warden, John H. Hill.

RECOMMENDATIONS

1. A thorough reorganization of the feeding system should be undertaken in accordance with the standards contained in the present report.
2. Records should be kept of the cost of feeding employees separately from the cost of feeding prisoners. Under the present system a possibility of unfairness to the prisoner exists.
3. One of the children detained with a witness is three years old, and must according to law be removed from the jail.

4. Bedding used by any prisoner should be removed from his cell upon his discharge, the sheets and pillow cases should be laundered, and blankets sterilized before their use by any other prisoner. Incoming prisoners should be given clean bedding upon their admission.

5. The bucket system should be abolished; toilet facilities should be installed in each cell.

GENERAL REPORT

Census on the day of inspection was as follows:

	Adults	Minors
Men awaiting court action.....	19	4
Men serving time	28	0
Men witnesses (from Sing Sing).....	4	1
Men awaiting transfer	2	0
	<hr/>	<hr/>
	53	5
Women awaiting court action.....	5	0
Women witnesses.....	5	0
Children, with mothers.....	0	2
	<hr/>	<hr/>
Total	63	7

The census on the day of inspection represents a fair average.

The number of admissions during the month of April were:

Male (adults)	216
Female (adults)	25
Male (minors)	28
Female (minors)	8
	<hr/>
Total	277

The average daily admissions for the last calendar year were a little over 7.

The institution as a whole was found in the usual highly commendable state of cleanliness. The classification and segregation of prisoners were satisfactory. The bedding in the cells was clean.

In a few cells, it was found that the bedding was left over after the discharge of the prisoners who had used them. The bedding is changed on a set day of the week, generally Wednesdays. Within the week, incoming prisoners are required to use whatever bedding has remained in the cell after the discharge of the previous occupant, unless they happen to come in on a Wednesday morning. The blankets are not sterilized. Toilet paper was found well distributed in all cells. The buckets contained chloride of lime. No complaints were received from prisoners in the matter of their treatment by the keepers.

This jail is one of the very few in the State, that has running hot and cold water and basin in every cell. This fact makes so much more striking the inadequate system of cell buckets. There is no reason, apparently, why toilet fixtures cannot be introduced into all the cells. Even under the best sanitary conditions the bucket system is abominable. Cleanliness prevailed in the female department, the department for witnesses, and the so-called hospital room used at present for witnesses, the kitchen, laundry and cellar. It is deplorable that in the departments for women and for witnesses, a number of cells having very poor light and ventilation must be used; of the two rows of cells in these departments only one faces the wall with windows.

There is no occupation for the prisoners of the jail, other than in the kitchen and laundry on the top floor; the "tier men" for cleaning the cells and corridors and for general service on their respective tiers, are chosen from among both prisoners serving sentence and those awaiting action. While the latter according to law cannot be forced to work, it is a very commendable practise to allow them to do whatever work is available, but compulsion must not be used. The practise of employing court prisoners at cleaning and the like is good.

Numerous complaints were received in the matter of food, both as to quantity and variety. Codfish and beans are given three times a week; meat stew with crust, once a week; ordinary meat stew once a week; hash on Saturday; frankfurters, mashed potatoes and vegetable on Sunday. Breakfast and supper consist of coffee and bread only. The complaints were chiefly against the service of codfish and beans three times a week but also against the quality of the coffee, referred to by the prisoners as "bootleg." Only the women are given cereal in the morning; otherwise both breakfast and supper consist of bread and coffee.

On inquiry as to the rations allowed per prisoner, the following information was obtained: For codfish and beans, $\frac{1}{4}$ lb. fish and $\frac{1}{4}$ lb. beans.

For other food, no definite rations were stated. In the preparation of coffee for approximately 70 prisoners, the chef stated that $1\frac{1}{4}$ to $1\frac{1}{2}$ lbs. of coffee and two cans of condensed milk are used. No sugar is added, the only sweetening being contained in the condensed milk. The above bill of fare and rations are inadequate, even if they were always well prepared. Some prisoners claim that the beans and potatoes are not always well cooked. A comparison with the rations allowed in the Department of Correction of New York

City as given below, will show the extent of the inadequacy of the dietary in this institution:

	Breakfast	White Plains	Dept. of Correction New York City	
Cereal	none	.....	1 oz. per capita.
Milk	none	.....	¼ pint per capita.
Corned beef hash	none	.....	4 ozs. per capita two times per week in addition to cereal, bread and coffee.
Potatoes for corned beef hash	none	.....	4 ozs. per capita.
Bread	8 ozs. per capita	.....	8 oz.
Coffee	20 to 24 ozs. for 70	.....	48 ozs.
Sugar, in coffee or tea	none	.....	¾ oz. per capita.
Condensed milk	less than ¼ oz. per capita	.....	¾ oz. per capita.
	<i>Supper</i>			
Alternates	Macaroni	none	1½ ozs. per capita.
	and			
	Cheese	none	¼ oz. per capita.
	Beans	none	2 ozs. per capita.
	Rice	none	4/5 oz. per capita.
	Prunes	none	2 ozs. per capita.
	Evaporated fruit	none	1½ oz. per capita.
	Jelly	none	4 ozs. per capita.
	Syrup	none	1 oz. per capita (served in addition to stewed fruit or rice, once or twice a week.)
	Tea	none	8 ozs. for 70 inmates.
or				
Coffee	same as breakfast	.....	same as breakfast.
Sugar (in coffee or tea)	none	.....	¾ oz. per capita.
Bread	8 ozs.	.....	8 ozs.
Condensed milk	½ oz.	.....	½ oz.

As to the cost of sustenance, the warden's records showed for the month of April:

Total number of jail-days' maintenance	2,932
Total cost	\$711.61
Average per capita cost	.2423

In the above cost, everything is included except kitchen utensils, furniture, repairs and salaries of employees. On the basis of the bill of fare as considered above, it seemed advisable to examine more closely into the cost of sustenance. The total expenditure for food

during the month of April was \$568.63. This would indicate a per capita cost for sustenance alone of .1939. The total amount expended for food consumed in April was, however, not consumed by prisoners alone. Keepers are entitled to one meal per day. This makes 13 meals on ordinary days, 10 meals on Sundays or a total for the month of April, 375 meals. Considering the difference between the keepers' meals and the prisoners' meals, and considering the fact that the morning and evening meals for the prisoners consist of bread and coffee only, it is reasonable to assume that each keeper's meal costs about two days of a prisoner's sustenance. (The estimates here given have been submitted to and approved by an expert dietitian). Making the necessary allowance for the difference of 375 meals, counted as 750 units of prisoners' daily sustenance, the cost of feeding prisoners is reduced to \$1,544 per capita per day. The Department of Correction of New York City, with a daily average of over 5,000 prisoners, despite the great saving possible when purchases are made in great bulk, allows a per capita of 16 cents per prisoner. If, in a jail averaging only about 70, the daily per capita for sustenance is less than 16 cents, the standard of feeding must be unsatisfactory. In this respect, the complaints of the prisoners are borne out. It is strongly urged that the bill of fare and rations indicated in the table given above be accepted as a standard and the food served improved accordingly.

WESTCHESTER COUNTY JAIL ANNEX, PEEKSKILL, NEW YORK

INSPECTED MAY 12, 1916, BY PHILIP KLEIN

Jailer, Louis B. Travis.

RECOMMENDATIONS

1. The jailer should be placed on a salary basis, his salary to be in proportion to the responsibilities of his office. All necessary expenditures for food should be made and charged to the county, as is done in the jail at White Plains. The remnant of the fee system in vogue in this institution should be abolished.

2. Sheets and pillow cases should be supplied to every prisoner, and a sufficient number of blankets should be provided to insure reasonable comfort and cleanliness.

3. Wire screens should be attached to the windows, so as to prevent both communication with the outside and the introduction of contraband goods.

4. The lighting equipment in the cells should be repaired and modified so as to prevent tampering by the prisoners.

5. The hinges and locks on the doors leading to the utility corridors should be changed so as to make them more secure.

6. When the Westchester County Penitentiary is organized, no inmates serving sentence should be retained at this institution, but should be transferred to the Penitentiary, and this jail should be used only for court prisoners.

GENERAL REPORT

This jail was built, and as a plant is being maintained, by the village of Peekskill. The jailer, Louis B. Travis, is a County employee and responsible for the maintenance of the prisoners to the county. The physical conditions of the jail, its cleanliness and the general management of Mr. Travis are excellent. Some vermin was found on one tier, but the jailer seemed anxious to cooperate in exterminating the same. There were only three inmates in the jail at the time of inspection. Two of them were serving sentence of five days each, and one was awaiting examination. All the cells, corridors, the rooms in the basement, the kitchen, storerooms and dishes, were clean and well kept. The arrangement for protecting the lights in the cells has proved a failure; prisoners have been able to reach through the bars, remove the heavy glass and tamper with the electric lights. Practically all the lights were found disturbed. On one tier no lights were available; it was stated that the fuse had blown out. The vermin referred to apparently travels up from the tramp room in the basement where lodgers are allowed to remain overnight by the police department. The prisoners appeared satisfied with the treatment and food.

No sheets or pillow cases are given prisoners, and the blankets on hand are inadequate.

No screens have as yet been attached to the windows as recommended in the previous report. This makes serious the possibility of communication with the outside, and of the introduction of contraband goods. Plain doors with plain locks lead to the utility corridors; not the kind considered necessary in jail construction. The pins had been removed from the hinges of one of these doors. Considering the opportunity for introducing files and the fact that the jailer is not always inside the prison, it would be very easy for a prisoner to saw his way through the few bars in the window of the utility corridor, and thus gain freedom. The removal of the pins may have been preparatory to some such scheme.

The maintenance of prisoners by payment of fees to the jailer must be condemned. A less scrupulous jailer than Mr. Travis, appointed under the same system, might be a very bad investment for the health of the prisoners and the cleanliness of the institution.

The jailer is entitled, it is stated, to 15 cents per meal per prisoner and receives no salary. He sends his bill to the county authorities and receives payment on that basis. More truly, however, the fee is 45 cents per day, for charges are made for every prisoner regardless of the number of meals he has taken. No fractions of a day are considered. For the 9 months between June 16, 1915 and March 15, 1916 the following amounts were paid to the jailer for maintenance of prisoners:

For the month ending July 15, 1915.....	\$285 75
For the month ending August 15, 1915.....	143 10
For the month ending September 15, 1915.....	93 15
For the month ending October 15, 1915.....	158 40
For the month ending November 15, 1915.....	147 15
For the month ending December 15, 1915.....	350 55
For the month ending January 15, 1916.....	306 45
For the month ending February 15, 1916.....	446 85
For the month ending March 15, 1916.....	307 80

\$2,329 20

or an average per day of \$8.52.

The average daily census for that period was 18.95. Because of the more generous allowance made by Mr. Travis as compared with the food in White Plains, we may assume a per capita cost for food of 20 cents as compared with \$1.544 at White Plains. On this basis the daily expenditure for food would be \$3.80 leaving a net daily profit of \$4.73 or an annual profit of \$1,727.18. The error in the above calculation due to not including the months between March 16 and June 15 (for which records were not available), during which the population is presumably lower, is counterbalanced by the fact that no fractions of a day are considered in the bills, full daily fees being charged regardless of the number of meals served. It appears then, that the county can afford to discontinue the fee system for the Peekskill jail and instead pay a generous salary to the jailer. This is urged not so much for the saving possible, but in order to abolish a system that has possibilities for evil and has proved itself bad in many other jails in the State.

The county cannot afford to risk the condition of its wards on the assumption of always obtaining a conscientious and scrupulous jailer. The fee system is bad in its possibilities and should be abolished.

WYOMING COUNTY JAIL, WARSAW

INSPECTED BY E. R. CASS, JUNE 29, 1916

Sheriff, W. A. MacRae.

RECOMMENDATIONS

1. The general uncleanness and disorder throughout the jail should not be allowed. At the time of a previous inspection, similar conditions existed, demonstrating that there is carelessness and indifference on the part of the administration. The jailer should be instructed to first give his attention each day to the cleanliness of the jail and then to other matters.

2. The bar work, especially on the lower floor, should be painted a bright color.

3. Toilet paper should be provided.

4. Magazines and books should not be scattered through the jail.

5. New iron beds should be purchased for the rooms on the second floor.

6. New washtubs should be installed in the laundry.

7. The shed should be removed from the north side of the jail. The condition caused in the jail by the presence of this shed results in unfit living accommodations for prisoners, and should not be allowed.

8. Prisoners serving sentence should be employed on the town highways or on the County Poorhouse Farm. This is being done in many counties of the State. The County Board of Supervisors have authority to establish such employment.

PROGRESS MADE

1. The village of Warsaw now has a police lockup of its own. Recommendations to this effect have been made in our previous reports.

GENERAL REPORT

The sheriff's wife acts as matron. There is also a jailer. Population on day of inspection 8:

4 minor males serving sentence.

2 adult males serving sentence.

2 adult males for the Grand Jury.

The lower floor, south side, is generally used for grand jury prisoners. The cleanliness of this section was most unsatisfactory. Loose paper and pieces of bread were scattered in the cells. In some cells, bread was scattered on the bedding. On one bed without bed-

ding, a large number of magazines and pieces of paper were scattered. The beds in some of the unused cells were supplied with bedding. This practice is undesirable. When a cell is not in use, all the bedding excepting the mattress should be removed. The beds and mattress should be strapped up against the side of the wall and the cell door should be locked.

On the lower floor, north side, the shameful condition due to the absence of natural light remains. In our previous reports this condition has been severely criticised. The cells and corridors are very dark, it being necessary to burn gas during the day in order to see sufficiently to move about. The cleanliness of the corridors and the cells was unsatisfactory. Loose paper, sweepings and other refuse lay about. The beds were not made up and many of the mattresses were soiled.

The upper floor, north side, was occupied by four minors held for train riding. The cleanliness and order of the cells occupied by these prisoners were far superior to that on either side of the lower floor. The air in a room in the rear of this section was so vile and stagnant, that the inspector found it necessary to immediately open the window so as to make it tolerable for him to remain in the room. The bedding was scattered about the floor, also papers and magazines.

On the south side, second floor, the room reserved for female prisoners was satisfactorily clean. The other room, which is now used for storage, was in a generally disordered condition. The general condition of uncleanness and disorder throughout the jail is due either to the fact that the jailer has too much work to do or that he is not discharging his duties satisfactorily. When the inspector arrived at the jail, a trusty was sweeping a stairway and another trusty was assigned to work in the county buildings. The jailer was cleaning the sheriff's horse. The jailer's responsibilities should first lie with the jail work and after this has been thoroughly done, personal matters of the sheriff may then receive attention.

YATES COUNTY JAIL, PENN YAN

INSPECTED MAY 23, 1916, BY E. R. CASS

Sheriff, Milton Ayres, from January 1, 1916.

RECOMMENDATIONS

1. Fewer sentenced prisoners should be sent to the County Penitentiary. Instead, a sufficient number should be sent to the jail and employed on the highways or on a county farm. The

large garden maintained by the sheriff has demonstrated that a jail farm can be helpful to the county. The sheriff and his staff are relieved of the trouble of caring for prisoners when sent to the penitentiary — but the county must pay the prisoners' board and the cost of transportation of prisoners and guards. In some counties, this is a considerable expense and has prompted the county authorities to use this money in employing the prisoners and thereby obtaining direct benefit from their labor.

2. If the jail population warrants, an additional Grand Jury meeting during the year should certainly be held. Only two meetings a year imposes much hardship. It is a question whether the county authorities are justified in permitting a system to exist, which, even with the best jail conditions, holds for long periods men unconvicted of crime, under circumstances tending to bring about moral and physical deterioration.

3. The wooden stairway providing the only means of access from floor to floor presents a serious condition in the event of fire, and should be replaced by an iron one.

4. One iron partition in the corridor in the north end of the first floor, and two iron partitions in the corridor in the south end, with a doorway in each, would make it possible to keep the Grand Jury prisoners separate from prisoners serving sentence. It would further allow the sheriff to permit the trustworthy prisoners the use of the outside corridor on each side of the cellblock, without violating Section 92 of the County Law.

5. The insanitary and possibly dangerous condition caused by the unused sewer line in the basement beneath the stairway leading to the first floor should be remedied. The top of the stairway leading from the basement should be partitioned off so as to prevent draught into the sheriff's office, and also the passage of foul gas from the sewer line in question up into the hallway separating the sheriff's residence from the jail.

GENERAL REPORT

The jail staff consists of a turnkey and a matron.

Population 6:

- 1 minor male for the Grand Jury.
- 2 adult males for the Grand Jury.
- 1 adult female serving sentence.
- 2 night lodgers in the tramp room.

Since January first, only 12 prisoners have been committed to the jail. A satisfactory condition of cleanliness and order prevailed throughout the jail, and the prisoners were satisfied with the treatment accorded them by the sheriff, and the food provided.

DEPARTMENT OF CORRECTION, CITY OF NEW YORK

INSPECTIONS BY PHILIP KLEIN

Practically all institutions of the Department of Correction were inspected more than once during the year and many of them were, in addition, frequently visited. For the sake of convenience and brevity, the inspection report for a specific date is generally given, but among the items under "Progress Made and Recommendations" there is included, in addition to what appeared on the original inspection reports, such other material as may have been gathered at other inspections or visits. In some cases it has been deemed advisable to modify parts of the reports, so as to bring them more nearly up to date.

CITY PRISON, MANHATTAN (TOMBS)

INSPECTED APRIL 20 AND 24, 1916

Warden, John J. Hanley.

RECOMMENDATIONS

1. The toilet bowls and plumbing in the male annex should be replaced by modern toilet fixtures.
2. All further use of the cellar of the female prison for the storage of paint in any form should be prohibited.
3. Careful supervision should be exercised in the cellar under the male annex to prevent accumulations of rubbish and paper; the ventilation of the cellar should be improved if prisoners are required to work in it.
4. The daily food supply should be redistributed so as to provide a more substantial breakfast.
5. The space between the bed springs and bed frames should be cleaned with radiator brushes, to remove all accumulations of dust and fibre.
6. Toilet paper should be supplied to all prisoners.
7. The general practice of giving clean bedding to the prisoners upon admission instead of placing such bedding in the cells, is very good; all keepers should follow the rules strictly.

PROGRESS MADE

1. The new facilities for visiting were made available during the year. Visitors now are admitted by a special entrance and converse with their prisoner friends through a double screen. This

new method has made possible better supervision to prevent smuggling in of contraband goods; has increased possibilities of cleanliness, reduced congestion in the prison and increased the number of visits permissible.

2. Cleanliness in the institution as a whole has improved considerably.

3. The old electric lighting fixtures in the corridors of the main prison have been replaced, and the lighting in general improved.

4. The lever-locking system is being overhauled. As a result of almost successful attempts of escape by means of cleverly made wooden keys, it was found necessary to restore the use of the lever system, which was abandoned shortly after the erection of the prison.

GENERAL REPORT

The most striking difference between the general character of the institution on previous inspections and at this time, was the present comparative quiet and orderliness throughout, due to the abolition of the former visiting system. While the visiting privilege has been increased to two visits per day every day in the week, except Sunday, as against three visits a week previously, the actual daily number of visitors has remained approximately the same, averaging between 250 and 300. All visitors now enter through a special door cut through the outside wall surrounding the prison and communicating with the visitors' building. Visitors are allowed to remain for a half hour. Prisoners are brought from the cells to their side of the visiting house at half hour intervals between 9:30 and 2 P. M. This makes eight shifts of prisoners and visitors. Eight keepers are detailed to this duty. There are 51 visiting booths, available on three floors. Two keepers are stationed at the gate, receiving visitors, assigning them to booths and arranging for calling the prisoner wanted. Three keepers are stationed on the floors, and three keepers fetch the prisoners to the visiting house. All the officials stated that the new system was an absolute success.

Besides the increase of visiting privileges, which in itself is an improvement, the general cleanliness of the institution has profited considerably by this system. Also, the excessive congestion at the receiving desk, the possibilities of introduction of contraband goods, and of immoral practices, have been practically abolished with the discontinuance of the permission to visitors to see prisoners at their cells.

The improved cleanliness extends to all parts of the prison. Only a few of the sculleries on the tiers of the main prison were found

infested by roaches, and that to a considerably less degree than at previous inspections. The beds were mostly free from vermin. The cells used for storage purposes, and those intended for padded cells, which on previous occasions were found overrun with vermin, were now practically clear of them.

A most satisfactory system obtains in the cells and equipment upon the discharge of prisoners. All the bedding and equipment of each prisoner occupying a cell is removed immediately upon his discharge. The cell is then thoroughly cleaned and disinfecting liquid applied. The sheets and pillow cases are sent directly to the laundry, the blankets first to the sterilizer. Every newly admitted prisoner is given clean bedding and cup upon his assignment to his cell. The sanitary precautions in this way appear completely satisfactory. Inspection of all vacant cells showed that practically in every case the cells were bare of any equipment. This condition proves that the system just described is being strictly enforced. There were only a few exceptions in this respect, in which clean bedding was placed in the cell before the admission of prisoners. All keepers should be apprised of the exact duties involved in the discharge and admission of prisoners, from the standpoint of the care of cell equipment.

In cleaning the beds it is suggested that thin radiator brushes be used for the space between the springs and bed frames so as to prevent the accumulation of dust and fibers. Such accumulations were found in some beds, though not as generally as in some of the other prisons of the Department.

The cleanest sculleries were found on the four tier of the main prison, and here there were neither roaches nor any dirt.

The dormitory was, as usual, in satisfactory condition. The kitchen was clean. The distribution of food has been much improved. The food is served in two or three dishes, according to the requirements of the meal, and in steaming hot condition. The only complaints in reference to food were, that while the total amount of food served was satisfactory, the morning rations were too small. Considering the fact that the evening meal is served at about four o'clock and that dinner is served at noon, it would be reasonable to serve a fairly substantial breakfast in the morning. It is rather a long wait from 4 P. M. until 12 noon of the next day with only a light breakfast.

The condition of the cells and corridors in the male annex has also considerably improved. However, the accumulations of dirt along the pipes in the cells on the lowest tier North (Elmira cells), and in a few of the sculleries, especially on the third tier south, are

objectionable. It is true that the plumbing and the toilet bowls in this annex are antiquated in kind and arrangement, and ought to be replaced as soon as possible. Nevertheless, with a reasonable amount of supervision the accumulations of filth referred to should not occur.

Toilet paper should be supplied to prisoners.

The painting of cells is a regular occurrence, but at this time the corridor and bars were being painted. This should result in considerable improvement in appearance. The new electric lights and reflectors recently installed, also add to the light and appearance. Recently the paint was removed from the cellar below the female annex, to a shed in the jail specially constructed. The abolition of this serious fire danger recommended by the Prison Association since 1913 is highly commended. A considerable amount of paint was, however, still found in the cellar. All of this should be removed. In other respects, the condition of the cellar was improved. The walls and ceiling had been newly painted. In the cellar of the male annex, there were some accumulations of paper and filth found, in some cases constituting fire danger. Stricter supervision should be exercised over the condition in the cellar. This cellar is used during the winter for peeling potatoes and vegetables for the kitchen; generally about nine men are so employed; the ventilation is not adequate for such use.

The outdoor exercise allowed prisoners has been extended to the winter months.

Separation of drug addicts in the segregated tiers in the male annex is continued. Some 18 drug addicts were assigned there at the time of inspection. That represents the average. Drug sellers are also segregated, but no record of their cases is kept by the physician. A book for the entry of all cases of infectious diseases supplied by the Department of Health is kept by the medical officer, and inspected weekly by an official of the Department of Health. In about 2½ months, some 23 pronounced cases of tuberculosis were admitted and so entered. Cases of venereal diseases are being admitted practically every day.

The medical officers of the Tombs, Dr. McGuire and Dr. Lichtenstein, have been paying especial attention to drug addiction both as affecting the institutions and as a general evil. In one of the articles contributed to a medical journal by Dr. Lichtenstein, very important suggestions were made for constructive legislation against the drug evil.

CITY PRISON BROOKLYN
(Raymond Street Jail)

APRIL 18 TO 19, 1916

Warden, John Hayes.

The census on the second day of inspection was as follows:

	Male	Female
Awaiting trial	92	7
Convicted	34	2
Sentenced to City Prison.....	25	2
"Help" transferred from the Workhouse.....	75	17
"Help" transferred from Penitentiary.....	2	0
United States prisoners.....	6	0
Awaiting transfer	12	1
	246	29

Total

275

RECOMMENDATIONS

1. If possible the plumbing system in the male prison should be overhauled so as to prevent back-flows.
2. The windows in the outside walls of the cell house in the male department are so placed that when open they slant in and downwards. They should be altered so as to slant in and upwards.
3. The padded cells should be removed or altered in accordance with plans suggested by the warden, or supplied with removable sections that can be replaced upon their destruction by violent inmates; or best of all, be entirely discontinued, and prisoners needing restraint should be immediately transferred to the proper hospital.
4. All prisoners should be supplied with toilet paper.
5. Prisoners assigned as "help" should receive the same privilege of outdoor exercise as is given the court prisoners, or as the "help" receive at the City Prison, Manhattan, or at the workhouse and penitentiary. Numerous complaints on this score are received at every inspection.
6. The standard of cleanliness in the cells of the male department should be equal to that of the corridors of the prison. The cots should be cleaned with radiator brushes, and hot water should be applied as often as necessary. The use of the gasoline

torch is recommended in some cases. The floors of the cells should always be mopped dry after the morning cleaning. Methods here suggested, with a generous use of exterminator at frequent intervals, are the only way to rid the cells of the vermin pest.

7. Blankets should be removed from every cell upon discharge of the inmate occupying it and should be sterilized and laundered, then handed to the newly admitted prisoner (and not placed in the cell beforehand).

8. Sheets should be supplied for all prisoners and laundered regularly.

9. The toilet bowls in cells ought not to cause the very disagreeable odor found in a number of cells at the time of inspection; particularly, all toilet bowls should be kept properly flushed by tiermen of each tier.

10. Soup bowls should not be left or kept in the cells, but distributed at meal time; spoons should not be left in the cells from one prisoner to his successor, but should be removed and thoroughly washed upon the discharge of the prisoners using them. In the distribution of food at least two dishes should be used instead of one soup bowl, in addition to the tea cup.

11. The cleaning fluid, rendering the cell gates sticky, should not be used.

12. The recommendation of the Warden for the fitting out of a messhall so that prisoners may eat outside of their cells, should be carried out.

13. The oft-repeated request of the visiting physician for an institutional apothecary should be granted, for the sake of the safety of the prisoners.

14. Hospital facilities should be provided, if necessary, by the remodeling of the part previously used as the jail for civil prisoners.

15. A double-gate should be constructed, to eliminate the possibility of escape of prisoners during the movement of vans in and out of the yard, and to make possible greater liberties in the yard to the prisoners, who would thus be more effectually prevented from attempts to escape.

Practically all the above recommendations in respect to the cells, bedding, eating utensils, service of food, sterilization of blankets and exercise for "help" are at present part of the normal system of procedure in the City Prison Manhattan, and there is no reason why the same cannot be done at the City Prison Brooklyn.

PROGRESS MADE

1. A garage for the auto vans used for the transportation of prisoners between courts and prisons has been erected.

2. A fireproof gasoline tank has also been constructed near the garage.

3. Arrangements have been made and facilities provided for a caterer to supply food to the prisoners at prices approved by the commissioner. The catering service has been organized and is working satisfactorily.

GENERAL REPORT

The general appearance of the whole prison, cellblock, corridors and floors, was very good. The floors of the corridors, even behind the radiators, were spotlessly clean. The interior of the cells, however, in most cases, presented a different aspect. Most of the cell gates were sticky, apparently from cleaning fluid applied to them, and small fibers from the dusting rags have gotten into this sticky material. Most of the beds on the first tier visited (North 1) were teeming with vermin. Many of the cells did not have electric bulbs. It was stated that there was a shortage of such bulbs in the prison. The floors of all these cells were clean. The walls in many cases were pencil-marked, and the paint was in very bad condition. Of the 16 tiers in the male prison, the cells on only one tier, and part of some others, have been painted recently. All the cells are in great need of a new coat of paint.

In the center, on the lowest level, the two tiers designated as "North 5" and "South 1" face each other. These two tiers are used for observation cases. Among these also are two padded cells and the disciplinary cells. One of these tiers is also generally used for temporary detention of cases of intoxication and the like. A number of cells here had a very disagreeable odor. The toilet bowls had accumulations, apparently of some days' standing. The beds were particularly dirty. On the floors of a number of the cells, the water had remained unmopped since the morning's cleaning. Evidently, the supervision by the keeper of the work of the inmate "help" must have been very superficial to allow such water to stand for hours. Practically all the beds on this and most of the other tiers had accumulations of dust and blanket fibres in the spaces at either end of the bed where the spring is fastened to the bed frame. The regular use of a radiator brush would make it a simple matter to clean and keep clean these places, which now serve both as a convenient breeding place for vermin, and as material to soak

in the disinfecting fluid and retain the disinfecting odor. For an initial thorough cleaning, the gasoline torch should be used as an auxiliary.

The bathing compartments in one of these central tiers have been transformed into a barber shop. The other bathing compartment has also been ripped out and is to be used as an additional detention pen for prisoners returned from court. There are two padded cells on tier "North 5," both in wretched condition. The pads are all torn and the padding exposed and strewn over the floor. If padded cells are to be used at all, there should be sufficient supply of removable padding in sections to take the place of any destroyed by violent inmates. It is however, deplorable that such cells should at all be used. Prisoners showing any sign of violence should be immediately transferred to a hospital.

The plumbing in the cells of the whole male department is so arranged that the sewage from the toilet bowls often causes a back-flow into the toilet bowls of adjacent cells. Apparently it is impossible to obviate this without a complete and probably expensive overhauling of the whole plumbing system.

An abundance of vermin was found to exist on all but the top tiers, and there were some on all but three of the top tiers.

In contrast to conditions at some of the other prisons where cells occupied by the "help" are considerably cleaner than the cells occupied by court prisoners, some of the dirtiest cells here were found occupied by the "help." In one of the cells a pair of shoes was found stuck behind the toilet bowl, that had been there according to the statement made by the occupant, since he had entered the cell some weeks before. The shoes were covered with mildew at the time of inspection, and the spaces were filled with dirt. In general, the corners were very superficially cleaned.

No sheets are supplied to any of the prisoners at this prison, although sheets have been supplied for years at the corresponding City Prison in Manhattan. Blankets are not taken out of the cell and sterilized after the discharge of each prisoner, so that those newly admitted receive the bedding used by their predecessors. In this respect the City Prison in Manhattan has for a long time been in advance. There, all the bedding is removed immediately upon the discharge of the prisoner and every blanket is sterilized and laundered. In fact, at the Tombs each cell is given a thorough cleaning after each occupancy. Moreover, the soup bowls and spoons are also considered cell equipment and are left permanently in the cell instead of being retained at a central place and given to

each inmate at the time of meals; or in respect to the spoon, to every newly admitted inmate.

Cell floors and corridors are mopped twice every day. Monday is generally cleaning day, when toilet bowls, gates, etc., are scrubbed and the beds treated with vermin exterminator. The traces of the exterminator were clearly visible, but either because of the inferior quality or because of the fact that the beds are not thoroughly cleaned with brush and hot water, the effect seems to be negligible. Towels are supplied every afternoon, clean pillow cases every Monday. The "help" receive clean clothing on Thursdays. There is a tierman assigned to each tier, making 16 in all. The tierman is responsible for the general cleanliness of his tier. He is assisted in the mopping and sweeping by two other men per tier.

The whole prison interior is badly in need of a new coat of paint.

The cell blocks are built entirely on the ground, causing frequent dampness and possibly ill health. In only one part of the prison is there a cellar below the cell block. There is an entrance to this cellar from tier "South 5" occupied by Workhouse "help." In this cellar are kept old shoes, beds, mops, brooms, etc. Here also is a steam sterilizer of the kind in use throughout the Department of Correction. Many of the prisoners complained of the heat and bad odor coming from this sterilizing cellar and pervading that whole tier. The cellar itself is in rather poor condition of cleanliness and has next to no ventilation except by means of the entrance from the tier above, and two diminutive slits in the wall, leading indirectly to the outer air. There should be either artificial ventilation introduced or the suggestion of the warden for cutting of large windows should be acted upon.

Prisoners are allowed daily exercise in the corridors, and, weather permitting, daily outdoor exercise of from one half to one hour. Minors and adults generally exercise separately. None of the 75 to 100 Workhouse "help," except those employed in the yard or in the outbuildings, are ever allowed in the yard, that privilege being given to court prisoners only. This is not only unfair but is unnecessarily different from the practice, for example, in the City Prison Manhattan, where the tiermen are allowed outdoors at the same time as the court prisoners of their respective tiers.

The distribution of prisoners was found much the same as usual, narcotic cases, (14 on the day of inspection) and cases under investigation (5 on the day of inspection) occupying the uppermost tier. There were no cases of tuberculosis segregated at the time of inspection. The kitchen and storehouse were in excellent con-

dition, clean and well kept. Dishes, closets, corners, floors, walls — everything was perfectly satisfactory. A new employee designated as stores foreman has had charge of the storehouse during the last month or so. In some parts of the storehouse, there were traces of roaches and mice, but to the extent only of requiring one thorough cleaning. The preparation of the food was clean. No complaints were received as to the quantity and quality of food served. There is a caterer within the prison who serves either regular dinners or food a la carte, at reasonable outside rates approved by the Commissioner of Correction. No outside food is allowed.

All but the "help" eat in their cells. The "help" eat at tables in various parts of the prison or in the kitchen. The warden suggests that a mess hall be provided by some alterations on the top of the two cellblocks. That the feeding of prisoners in the messhall instead of in their own cells is both desirable and practicable even in a detention prison, has been demonstrated in the City Prison, Queens, where that system has been in vogue for somewhat over a year.

Besides the male prison proper, there is one building containing the women's prison, warden's quarters and some offices, and another central building, adjoining the above and containing a chapel, the former civil prison, the dining-room and matrons' rooms and some spare rooms connected with the women's prison. There is an outside fire tower leading from the chapel to the lower floors. The design of the two buildings just referred to is so complicated that a detailed description of them would be entirely too tedious. All but the male prison are included in these two buildings and their connecting parts.

The female prison was found clean throughout. None of the punishment cells were in use at the time of inspection. Bathing facilities for the women are plentiful; also dining-room space and other necessities. An excellently equipped laundry is situated above the female prison, where all the work for the institution is done by the women. The kitchens ought to be on the top floors. From the present location of the kitchen, the fumes and odors spread over the entire prison.

In the yard, a large number of blankets were hung for airing on the iron railings. The old scales for weighing coal have been removed and replaced by new scales with capacity for 20 tons. The building of the garage for the protection of vans and auto vans has been proceeding very slowly, and is not yet completed. A new half-subterranean gasoline storage room is in use. The stables were found clean and in good order. The cellar below the civil prison

used principally for vegetable storage and for the peeling of vegetables preparatory to their use by the cook, was found in a very much cleaner condition than on the previous inspections. A new coat of paint has been applied. The double gates frequently recommended both by the warden and by inspectors of this Association have not yet been installed. At present the gates are kept open while the vans go in and out. This makes the retention of prisoners in the yard somewhat insecure.

Recently a fire-alarm system has been installed in the prison and a fire drill covering the various parts of the prison is being inaugurated by the warden. Rules and regulations are now in the press. The fire fighting force has been organized, to consist of keepers and the tiermen. Fire extinguishers have been installed in many necessary parts of the prison, particularly the parts previously occupied by the civil prison. These quarters are now vacant. They are no longer used as dormitories for Workhouse "help."

No apothecary has as yet been added to the staff, despite frequent recommendations and references to the danger to the lives of prisoners with the use of inexperienced inmates as apothecaries.

The visiting system has been changed. Visitors no longer go to the cells of the prisoners. A screen arrangement has been installed in a long corridor behind the entrance lobby. Visitors see the prisoners only through this screen. While the screen is small-meshed and solid there would seem to be no difficulty in passing doses of drugs through. The only adequate protection is the double-screen system now in use in the City Prisons of Queens and Manhattan. The number of visitors daily varies between 30 and 40. Visitors are allowed from 10 to 11:30, mornings. Over a dozen lawyers come daily to consult clients at the prison. The physician visits the prison every day, generally in the afternoon. Record is made of every treatment. On the days of inspection, the number of persons treated was as follows:

24 men	5 women
22 men	10 women

The physician also keeps a record of all infectious cases in a book supplied by the Department of Health. Following is a brief statement of cases entered up to date:

	men	women	Gonorrhoea	Syphilis
Since October 27, 1914, when the first case was entered, to date.....	17	5		
Entered since December 25, 1915.....			98	
From September 20, 1914, to date.....				14

Other cases, 5. Five of the venereal cases were female. In the case of the latter, however, examination cannot be as complete as in case of male prisoners, so that the record of female cases probably does not represent the actual total.

The difficulty of disposing of cases needing hospital treatment has been commented on in previous inspections, and attempts were made to improve the situation by legislation in 1915, without success, however. Subsequent to the agitation by the prison officials, especially by the physician, arrangements were made for the transfer of prisoners needing hospital treatment to the Prison Ward at Bellevue Hospital. A few days before the date of inspection, on April 16, difficulties arose and the transfer to Bellevue Hospital was discontinued. The establishment of a prison ward in the King's County Hospital, a move often recommended by the warden and physician of the institution has been followed recently by the removal of cases to that Hospital. The first case so removed was on January 1, 1916. It has been so difficult, however, to get ambulance service, that a large number of cases are still detained in the prison longer than their safety or the administrative welfare of the prison warrants. It is earnestly urged that a satisfactory arrangement be entered into to insure the prompt ambulance service for the prison whenever needed.

There has been apparently no change in the staff of the institution except the recent dismissal of two keepers involved in the attempt on the part of one of the prisoners to effect his escape through outside cooperation.

CITY PRISON, QUEENS

INSPECTED JULY 13, 1916

Head Keeper Joseph McCann in charge.*

*Succeeded Deputy Warden Barr, who was transferred to Rikers Island.

RECOMMENDATIONS

1. Appropriations should be allowed for the construction at this prison of a building, to include at least a new kitchen, a mess-hall, laundry, chapel and satisfactory bathing facilities.
2. On each of the three floors of the female department there should be a shelf supplied for keeping dishes, and a good-sized sink for comfortably washing them.

3. Each cell should be supplied with a stool, or chair, and with a fair-sized shelf.
4. A deputy warden and some additional keepers should be added to the staff.
5. The matter of water pressure in the toilets of the female cells should be given careful attention.
6. The system of supplying individual towels to each prisoner every morning, as conducted in some of the other institutions of the Department of Correction, should be installed here. Sheets should be supplied for all the beds, and should be laundered weekly. All pillow cases should be laundered regularly by the institution.
7. Systematic application of the gasoline torch and other means of cleaning vermin and dust should be installed on a regular time-schedule basis.
8. Fly screens should be supplied throughout the institution, and especially in the kitchen and storeroom.
9. A room should be fitted up as a retiring room for matrons, and should be equipped with bathing facilities.
10. Toilet paper should be supplied to all prisoners.
11. Proper arrangement should be made for careful examination of prisoners at the workhouse before their transfer to this institution in order to obviate the necessity of returning sick and physically unfit prisoners.
12. There should be a caterer for this prison, who would supply the inmates with food and other necessaries, at just prices.
13. For the proper distribution and treatment of the women prisoners the plans of the Commissioner of Correction for the purchase of a prison farm for women are urged.

PROGRESS MADE

1. A bridge connecting the two sides of the fourth tier has been constructed to facilitate the work of the administration.
2. A fire exit has been cut from the prison to the connecting part between the court house and the prison building.
3. A chapel, well situated and pleasingly finished and equipped has been constructed.
4. New quarters and increased equipment have been obtained for the sewing class and it has become easier to turn out more work and keep more inmates engaged.
5. The method of visiting has been perfected in both male and female departments.

6. Individual lights have been supplied for all the cells in the male department.

7. The facilities for the library service supplied by the Queensboro Public Library have been improved.

8. Doubling up has been discontinued because of the decrease of the population.

9. The outside wall surrounding the jail yard has been increased in height, and it has become possible to allow all inmates daily outdoor exercise.

GENERAL REPORT

Census on the day of inspection was as follows:

Male:	
Awaiting examination	4
Awaiting trial, Special Sessions Court.....	3
Awaiting trial, County Court.....	20
Serving sentence	42
Awaiting transfer	2
Total	71
Female:	
Awaiting trial, Special Sessions Court.....	1
Serving sentence	97
Total	98
Grand total	169

Of the foregoing, one female prisoner and 7 male prisoners were minors. All minor prisoners in the male department are kept on one tier, but not entirely separate from the adult prisoners. Such separation in a satisfactory manner is at present impossible at this institution, for lack of facilities.

The above represents a reduction of 50 per cent. in the census in nine months. The reduction is especially marked on the men's side. It has been possible, as a result of the decrease, to eliminate all doubling-up. In fact, a number of cells were vacant and one whole side of the 5th tier has been out of use for a considerable time.

The condition of the male cell hall was, on the whole, good, but vermin was found in a considerable number of the cells, especially where the joints between the frames and springs of the cots were allowed to accumulate large quantities of dust and fibre. The cleanliness of the toilet bowls, bars and floors was much more satisfactory.

The utility corridors were clean and in all but one instance, the handling of the garbage and of cleaning utensils was satisfactory; care should be taken, however, to prevent any accumulation of unclean utensils in corners of utility corridors. The application of the gasoline torch for burning out of vermin seems to have been intermittent. Some prisoners said they burned newspapers to clean out vermin. There should be systematic cleaning of vermin, not dependent upon complaints by inmates.

The cell locks have not yet been repaired. There are only a few cells in the whole male department that lock properly.

There are no fly screens on the windows anywhere in the whole male department for protection from flies or mosquitoes. All windows should have screens. The kitchen and storehouse have screens on the windows but none on the doors. Multitudes of flies were found on the food and cooking utensils in the kitchen and store-room. Three screen doors would remedy the situation completely. In other respects, the kitchen and storehouse were clean. There were few insects found. A new bread box and new ice box have added considerably to the standard of this department.

Since the last inspection a bridge has been constructed connecting the two parts of the 4th tier. Electric lights have been installed in all the cells. The walls of the prison yard have been raised by some six feet, so that now it is possible to give daily outdoor exercise to all prisoners. Women take their exercise between 7:30 and 9 A. M. and men between 1 and 3:30 P. M., Sundays included. This again represents a great improvement for the health and comfort of the inmates. There are generally 3 keepers in the yard to supervise the prisoners. They are supplied with firearms while on duty in the yard. The "flats" are still used as messhall for the male population. Because of the absence of screens, a very large number of flies in the cell hall were attracted by the service of three meals daily. On the top floor of the female department also, the fly nuisance was very serious.

No complaints about food were offered by any of the prisoners except the oft-repeated one that suppers were not sufficiently substantial. Also, some prisoners maintain that they were overcharged for extras obtained through runners from the outside. There is no commissary at the City Prison Queens like that at the City Prisons, Manhattan and Brooklyn.

Clean towels and toilet paper are not yet adequately supplied in the male department of the institution. The supply is satisfactory in the female department. Individual shelves for the cells have not yet been installed.

The medical attention appeared satisfactory. The visiting physician makes daily visits and keeps a good record of his activities. He also visits men under discipline, and records such visits. On the day of inspection two men were confined in their cells on the 5th tier for fighting. They offered to the inspector no complaint of injustice. They received the regular midday meal and bread and water for the other two meals daily. The office of institution pharmacist has not been filled since the last incumbent. The physician now looks after the work formerly performed by the druggist. A drug room and physician's office has been fitted up recently. The medical record showed a large number of re-transfers from this institution to the workhouse because of ill-health or other physical incapacity. This seems inefficient and wasteful, especially since medical examinations are made of all women inmates at the workhouse, and the records of such examinations could be consulted before making the transfer. Special examinations should be made of women at the workhouse before their transfer to any other institution. Wassermann tests should be performed on all inmates transferred from the Workhouse or Penitentiary to this or other institutions of the department, and the results of such tests should be communicated to the physician at the institution to which such transfers are made.

It is gratifying to report, also, the completion of the chapel, erected in the place formerly occupied by miscellaneous storerooms, and also the equipment of a large sewing room accommodating about 30 women at a time. Ten sewing machines are in use morning and afternoon. The women in the sewing class have sewed, among other things, a large number of sheets and pillow cases, all the night shirts for the Reformatory, a large number of pieces of women's underwear, and are about to manufacture khaki suits for the City Reformatory. Light, ventilation and security of the sewing room seemed satisfactory. It is suggested, however, that all the windows be supplied with screens. The visiting screens for the female department were almost completed at the time of inspection.

In the female department cleanliness and order were, as usual, of a high order. The discipline and labor problem in the women's department is, of course, very difficult; because of the close quarters, and the danger of constant intermingling between groups, classed and segregated in the different tiers and sections.

The supply of bedding, linen, towels, toilet paper, etc., is satisfactory, a contrast in this respect to the male department. It was stated that there was some difficulty in keeping out vermin because

the gasoline torch could be used by men only, and the admission of men, even of employees, to the female department, is not desirable except when absolutely necessary. No attempt has apparently been made as yet to meet the very reasonable request of the matrons for a matrons' room with bath (needed especially after admitting some of the vermin-laden prisoners), for sinks and hydrants and dish closets in central halls of the different tiers, and for asbestos covering of the pipes in the utility corridors, which cause much inconvenience by sweating and thus flooding the corridors. Former Warden Barr has made a beginning in this respect, but it has not since been continued. The water pressure in the toilets of the female department was very poor.

PENITENTIARY, BLACKWELL'S ISLAND

Warden, Henry O. Schleth.

RECOMMENDATIONS

1. As soon as possible a complete plan should be devised and adopted to make the penitentiary a clearing house in the true sense of the word. Important changes in the use of the various parts of the cellhouse and in the general administrative system of the institution cannot be made until final plans for the clearing house have been definitely adopted. This matter is of such importance, both in the interest of the accomplishment of the scientific purposes of the institution, and in the interests of improved administration, that it should take precedence over any other plans.
2. The physical improvements of the penitentiary should also be expedited especially in the following respects:
 - a. The renovation and reequipment of the bakery.
 - b. The construction at a more reasonable location of a new bathhouse.
 - c. The construction of a receiving department, or remodeling of some part of the existing cellhouse, with additions so as to render it a fit receiving department.
 - d. The construction and equipment of a barber shop.
 - e. The reorganization of the laundry methods, including re-equipment so far as is necessary.

GENERAL REPORT

In our annual report for 1915, reference was made to our comprehensive inspection and study of the Penitentiary, and the conclusions and recommendations of the study were presented. The extensive improvements accomplished during 1915, especially during the first period of the wardenship of Mr. Murtha, were cited. During the past year the flourish with which those improvements were introduced has somewhat subsided; especially the self-government system has remained undeveloped. The important changes during the year are attributable largely, if not altogether, to the effect of the general reorganization of the Department of Correction for the purpose of constituting the Penitentiary a clearing house for the department. Mr. Murtha was replaced by Mr. Schleth as Warden of the Penitentiary, and it has been Warden Schleth's task to organize the work of the Penitentiary on the new basis. In the meanwhile, physical improvements continue to be made. The painting of the cells and cellhalls was continued, the new kitchen completed and equipped.

An inspection of the industrial building at the Penitentiary made by an inspector of the Department of Labor, at the request of the Prison Association, disclosed a number of conditions violating factory laws. No action was taken to improve these, however, since the whole industrial department is to be transferred to Hart's Island. Three shops, the shoe, clothing and one of the broom shops, have already been so transferred, and in most cases, new machinery installed. The remainder of the industries is to be transferred at an early date, and the building then is to be transformed into a laboratory for psychological and psychiatric work in connection with the clearing house. Some remodeling and rearrangement is to be undertaken, so as to extend the office facilities and supply necessary room for the staff assigned to work in connection with the parole commission.

In regard to the establishment of the clearing house, two purposes have guided the immediate organization. One has been to make possible the complete and comprehensive study of every inmate received in the Department for the purpose of the best disposition to be made of him, for the sake of his own rehabilitation, and the other, for his best utilization within the department. It is the latter that has received more attention during the past year. Most of the "clearing" so far done has been that of supplying prisoners to be transferred to Hart's and Riker's Islands and to New Hampton Farms.

All prisoners sentenced to the Penitentiary or to the City Reformatory are now received at the Penitentiary and from there distributed. Those sentenced to the Workhouse are sent directly thereto, and then, in many cases, transferred to the Penitentiary for clearing-house purposes. The industrial employment of prisoners at the Penitentiary has been reduced to a minimum, and the number of inmates at the institution has at times been as low as 500, as against some 1800 for the year before. For example, the number of men at the quarry and rock crushing plant had numbered as many as 300 to 400 at a time; but within recent months it was hardly over 50.

As to the distributing aspect of the clearing house, the scientific part of it has not been developed to any considerable extent, except in so far as the requirements of the Parole Commission, as briefly indicated in Part I of this report, page 142 called for it. The opportunity for a thorough-going clearing house for all male prisoners received in the Department of Correction is so great that the organization of the Penitentiary clearing house should not be postponed a minute longer than necessary. In the fall of the year the Prison Association prepared a tentative outline for such use of the Penitentiary and submitted it to Warden Schleth, who had charge of the organization. The matter has not, however, progressed appreciably since that time.

A chief physician, to serve as psychiatrist, has been allowed for the Penitentiary, and appropriations have been granted for the construction of a laboratory and clinic building. We may, therefore, confidently expect that in the near future, the organization of the Penitentiary as a clearing house will have assumed more definite form. No steps have been taken during the past year for the better organization of educational and industrial training of inmates remaining at the Penitentiary. The changes and improvements have been rather along extensive than intensive lines. The more complete segregation of the tubercular and of the syphilitic, and the provision for better temporary detention for those under observation for insanity, have not progressed. On the whole, however, the history of the institution for the year 1916 has been full of promise and hope for the future.

The organization of the library has progressed very satisfactorily, with the assistance of the voluntary services of Miss Augusta Markowitz of the New York Public Library. The system of distribution and collection has been perfected, a catalogue printed, additional books obtained, and old books discarded. It is

planned to remove the library from its present quarters to a room previously used as an additional messhall, located between the north cellhall and the main messhall. This is an excellent location in every respect, and will render the possibilities of library service greater than ever. The room now used by the library is to be reassigned to the hospital department.

WORKHOUSE BLACKWELL'S ISLAND

INSPECTED MAY 24, 29 AND JUNE 20, 1916

Warden, Frank W. Fox

After our comprehensive report of the inspection of the Workhouse at Blackwell's Island in June, 1915, a number of brief visits were made, prior to the present inspection. There have been a few changes in the staff, but otherwise, very little is different at this time from a year ago. Of the 27 recommendations made at that time, the conditions calling for five have been practically remedied. The improvements are the following:*

1. The painting of the female prison.
2. Supply of mosquito screens, at least on the messhall, kitchen and part of the middle house windows.
3. Increase of facilities for pressing clothing of outgoing prisoners.
4. Improved supply of dietary allowance for hospital patients.
5. Improvement in the supply of cleaning materials and drugs.

One recommendation in regard to the improvement of hospital records has been only in very small part followed out. The other matters in respect to which recommendations were made are practically as they were a year ago. A few of them are not possible until radical changes are made. A large number of them require merely administrative measures, difficult in some cases but not impossible. Many require structural changes, for which appropriations must be asked and obtained. We refer to our Annual Report for 1915, pages 443-446:

The following are special recommendations applying at the time of the present inspection:

*A recent special appropriation of \$70,000 has been granted to remodel the south wing of the Workhouse and convert it into a clearing house for women. Three hundred and thirty-three thousand dollars have been granted for the purchase of a farm for women and the construction of buildings thereon; such farm to be used for female inmates of the Workhouse.

1. The cleanliness of the cells should be improved on both the male and females sides. On the female side the former method of applying soap and water daily should be revived; on the male side, the bases of the walls should be washed after mopping, to clean off the spattering.
2. Toilet paper should be supplied throughout the prison.
3. Clothing should be marked by the number or other identification mark of the individual using it, especially in the cases of longer terms and of indeterminate sentences.
4. The screening of all windows of cells, as well as of other rooms, is of great importance and should be undertaken at the earliest possible time.
5. Tanks for drinking water, with faucets, should be supplied in every large cell or room so as to obviate the dipping of cups into buckets.
6. The cleanliness of the kitchen should be materially improved; especially the small rooms into which the dumb-waiters open are unsatisfactory and contain insects.
7. The entrance to the dumb-waiter should be guarded to prevent injuries to prisoners using them.
8. The system of records in the medical department should be improved, a medical library supplied, and the regular supply of medical journals obtained.

The following recommendations of the administration are also urged:

- (a) The installation of fans in the kitchen windows.
- (b) Painting and overhauling of the storeroom.
- (c) Removal of the kitchen to the topmost floor.

GENERAL REPORT

Census May 29, 1916—		
Male	693	
Female	597	1,290
In other institutions:		
Male	1,065	
Female	203	1,268
Inmates:		
Male	1	
Female	5	6
		2,564

Male cell hall.—The general conditions in the male cell hall are much the same as usual. The beds are not always made up, and the condition of cleanliness varies considerably from cell to cell. The springs of many of the cots are in very bad condition. Sheets have not yet been supplied. The pillow cases were quite soiled on most of the beds. The number of buckets per cell has not been increased. The floors were clean, on the whole, but many of the corners showed the superficial methods characteristic of inmates with insufficiently strict supervision. The bases of the cell walls were in most cases dirty as a result of the spattering from the mopping of the floors. The washing off of the cell walls with soap and water is not a regular routine matter. Vermin was found in a number of beds in most of the cells, not to the extent found on some previous inspections, but still excessive. The application of the system of vermin cleaning is not thorough. No toilet paper is supplied to prisoners in any of the cells. The dormitory, containing more than 40 cots used for old men on the first floor, was in somewhat better condition than the cells in general. The inmate in charge of distributing clothing stated that there was a shortage in underwear regularly on bath days. Inmates' clothing is not marked with individuals' numbers, partly because so many of the commitments are for very short terms. It would be possible, however, to mark the clothing of those committed for longer terms. Such distinction between "long-termers" and "short-termers" is made for several other purposes. The new bath room, constructed in part by inmate labor, is now in use and represents a great improvement. The room formerly used as bath room is now used part of the time as barber shop for inmates, and mornings for ablutions.

Female Hall.—The following more or less important changes are to be recorded in this department. The superintendent of the women's side has converted two adjacent cells into an office and has equipped it simply but tastefully. Small as this change may seem, it must eventually have a very beneficial effect in raising the general standard of this part of the institution, especially in enhancing the respectful attitude on the part of inmates towards the superintendent, an attitude hard to establish when the executive is deprived of the elementary material setting.

All the cells have been painted within the year, and look cheerful and clean. The walls, however, were not quite so clean as formerly, apparently because subsequent to the painting the custom of frequent application of soap and water to the walls was suspended.

On the Saturday preceding the day of inspection, the use of night gowns for women was introduced. This is an improvement and should be generally followed throughout the department. Further improvements contemplated or in process, are the building of a toilet house adjoining one end of the female building (this is now in process of construction) and a reception department providing for all departments necessary in the proper routine of receiving inmates. Minor improvements have taken place in the recreation stockade and in the construction of concrete gutters along the outside of the walls.

It is difficult to keep the female hall clean because of the very large number of sparrows nesting under the roof. The windows through which the sparrows come should be screened.

Central Buildings.—The so-called "middle house," used principally for living quarters for the warden, deputy warden, physicians, chaplains and internes, and the building containing the messhalls, kitchen, storeroom, laundry, sewing room and repairing room, constitute the center of the institution plant dividing the male from the female department. The cleanliness of the kitchen left much to be desired; particularly the rooms into which the dumb-waiters open were found dirty. The kitchen floor was not clean. A considerable number of insects was found in the dumb waiter compartment. The dumb-waiter doors are not sufficiently guarded to protect from injury inmates working at the dumb waiters. The floor and entrance of the old ice box, now discarded but not yet removed, were in very bad condition and unclean. The ventilation of the kitchen as a whole was very poor. The recommendations of the administration to attach fans to the windows should be given very serious consideration. Screens have recently been attached to the windows of the kitchen, but screen doors have not as yet been put up. In one of the side rooms opening from the kitchen, and used for temporary storage required in the kitchen, some of the food, such as crackers and prunes, were found without covers. In the storeroom proper, the groceries were satisfactorily covered. Here, also, a new ice box has been recently installed, but is not kept equally clean in all its parts. The storeroom as a whole needs a coat of paint, and material for that purpose was said to have been requisitioned by the administration. As a whole, the kitchen and its accessories where food is prepared were not in a commendable state of cleanliness. The recommendation of the administration to move

the kitchen to some part of the topmost floor should, if at all possible, be carried out.

The sewing room for women has been neatly painted, is clean and well kept. The ironing room was clean and the mangle, though old, fairly protected against accidents. In the laundry, a drying machine has been installed. The mending room opening from the laundry is conducted by Mrs. Abernethy in a most commendable manner. Both the general order, and the amount and quality of material produced in this department, are creditable.

Much work has been done in the laying of concrete walks around the institution and in building operations on a small scale. The construction of the new disciplinary building recently begun has been abandoned. The messhall and storeroom, as well as the kitchen, have been supplied with fly screens.

General System.—The insanitary method of supplying drinking water for the cells in a bucket into which every prisoner dips his own or a common cup, still continues in both male and female departments. Bathing still takes place once a week. No attempt is being made to increase the frequency of baths. Sanitary precautions recommended for shaving are not being carried out. The bucket system prevails in its usual form.

Comparatively little discipline of an extreme form is applied. In five months beginning with January, 1914, 14 men and 9 women have been assigned to punishment cells. In 15 cases out of this total of 23, the cause stated is fighting. Of the 8 others, two were for refusal to work and three for stealing. The periods of detention in the dark cell are generally one or two days. Only in 4 cases were the periods longer; approximately 3 days in one case, 4 days in another, 4 days in a third, and 3 in a fourth case. The lighter forms of discipline, such as deprivation of a meal and deprivation of privileges such as tobacco and visitors, are the usual methods. In cases of confinement in punishment cells, records are sent to the Commissioner of Correction. Entry is made of the name, time of admission to cell, time of release, and generally the number of cell to which assigned for punishment. Visits to inmates under discipline by the physician are recorded in the institutional record book, but these entries are neither made nor signed by the physician, and sometimes are not correct.

Special attention is given throughout the institution to the supervision and to the records relating to inmates committed on indeterminate sentences. The difference in standards between the treat-

ment of these and the ordinary commitments shows a great gap between approximately acceptable modern standards and those that have been customary and subject to much criticism, heretofore, generally throughout the Department.

The labor sheets showing the distribution of officers and prisoners for work assignment shows the usual condition naturally following an abundance of prisoners in an institution having little work to do. There is nothing in this respect to comment on. No improvement can be expected in this matter until the industrial system in the whole Department has been thoroughly reorganized.

Medical Department.—The Workhouse Hospital serves in many ways as the central hospital for the whole Department of Correction, and is a unit of considerable size. In a sense the hospital may be considered co-ordinate with the custodial part of the institution. The conduct of the medical work, and especially of the hospital proper at the Workhouse, has been disorganized and inefficient, at least during most of the past three years, and presumably before that as well. The conditions have been fully described and reported on, in previous inspections and in a special study made in 1914. Recently a very considerable improvement has taken place, though much still remains to be done, especially as it has been found almost impossible to obtain the necessary medical staff. The main functions of the medical department are:

1. Medical supervision of the admission of inmates to the institution.
2. General clinical treatment.
3. Hospital.

The full staff, according to the present plans, calls for 5 men and 1 woman physician. The actual staff consists of 3 men and 1 woman. The amount of work is such that the present staff is unable to cope with it, although no attempt is made to give any thorough medical examination on admission on the male side. The organization of the staff is faulty, and the division of responsibility provided in the rules at present in force is inexact and incomplete. There is one resident physician at \$1,200 a year, and provision for four internes at little more than nominal salaries. The wording of the rules does not make clear in all cases whether supreme responsibility rests with the resident physician or with the ranking officer among the internes bearing the title "house surgeon." The ambiguous designation in the rules is "house officer." The whole staff is of course responsible to the medical board of visiting and consulting physicians and surgeons. The *esprit de corps*, the state of effi-

ciency, and the internal discipline of the staff, were very apparently below par, not as individuals but as a group. The resident physician did not seem to be at all master of the situation, or seem to be able to give weight and authority to his position.*

The medical supervision of female inmates comes nearer to proper standards than any similar work in any of the institutions of the Department of Correction. More detailed examination is made of inmates newly admitted than in any other institution, with the possible exception of the City Reformatory. More complete and better records are kept. Wassermann tests and complement fixation tests are performed as a matter of routine for all inmates. Syphilitic inmates in the infectious stage are completely and satisfactorily segregated. Those suffering with gonorrhoea are also separated and assigned to cell No. 74; and those suspected of syphilis are assigned to cell No. 35.

The hospital facilities are approximately as stated in previous inspection reports. New beds have been installed in some of the wards, and gradually the drug and observation wards in the male department are being painted. No satisfactory bathing facilities are as yet in existence in any of the wards in either male or female hospitals. Especially the drug and venereal wards of the women's side should have their bathing facilities improved, for there it can be done with comparatively little labor and expense. Toilet paper is not yet supplied in sufficient quantity, or regularly.

The supply of special diet provisions has become better and more regular. Hospital records were found satisfactory and well kept. No records of clinic treatment have, however, as yet been introduced, and the "bed sheets" in the hospital wards were found in many cases to have been incompletely filled in, and in some cases not at all. This is due, no doubt, largely to the fact that the staff is not complete. The visiting staff appears careless in signing the book of attendance. The infection book provided by the Department of Health is incompletely filled in, in reference to venereal diseases, and no statements signed by the physician were found on record in reference to visits to punishment or observation cells. Such visits should be reported on, or at least signed for, in the handwriting of the physician making such visits.

*Since the writing of this report, the whole medical staff with exception of Dr. Howard has been replaced by a new medical staff, and the salary of the resident physician has been raised to \$4,300 beginning January 1, 1917; and \$600 for each of the internes, beginning on the same date.

A very serious handicap is the absence of an observation ward for women suspected of insanity. All efforts should be made to provide such a ward and also to provide better quarters for the observation and drug wards of the male department.

It is a significant incidental proof of the fact that the medical department has not been treated with the care and generosity that its size justifies, that there are no medical library and no medical journals. It is somewhat natural under the circumstances that the internes often forget that their position is a privilege to be appreciated rather than a position to be paid for.

BRANCH PENITENTIARY, HART'S ISLAND

INSPECTED JUNE 23, JUNE 29, AND JULY 14, 1916

*Warden, Henry O. Schleth.

RECOMMENDATIONS

1. †All the rooms in the industrial building should be turned into dormitories and wards, and such other dormitories should be used as are necessary in order to reduce the congested condition in dormitories now occupied both in the main building and in building No. 4.
2. There should be at least 18 inches and, preferably more, space between beds in all dormitories.
3. The recommendation of the warden to remove tubercular patients to rooms in the industrial building to be turned into wards, is strongly urged.
4. The walls in the dormitories in the administration building should be repaired without delay.
5. A full supply of sheets, pillow cases and towels should be always available and regularly distributed in all parts of the institution.
6. Every inmate should have a locker in which he may safely keep his personal belongings and clothing.

*Since the date of the above inspection Warden Schleth has been transferred to the Penitentiary. Warden Murtha was re-transferred to his old post of warden on Hart's Island. He did not actually resume his duties, however, being away on leave of absence. In the meanwhile, Mr. Cummings of the City Prison, Manhattan, acted as warden for a short time. Later, Mr. Martin Feely, formerly headkeeper at the Penitentiary, was placed in charge.

†This recommendation has been in part carried out.

7. Every inmate should have his clothing marked so that he may receive his own clothing from the laundry.

8. Toilet paper should be adequately supplied in all parts of the institution.

9. ‡All old-style iron toilet bowls should be removed wherever they are still in use and new porcelain bowls substituted in their stead.

10. Most of building No. 5 previously used as dormitories has been transformed into shops and for storage of raw material for the industrial department. The shoe shop, clothing shop and one of the brush shops have already been transferred from Blackwell's Island, and are now in operation in building No. 5 on Hart's Island.

11. The toilet room in building No. 2 described in the body of the report as the worst sanitary feature on the island, should be thoroughly cleaned out and its use discontinued. In fact, nothing better could be done than to demolish the whole building in which it is situated.

12. Care should be taken to avoid the accumulation of stagnant pools on the island, and in such hidden parts of the island as the old boiler room.

13. Necessary steps should be taken to prevent absolutely and punish the use of the sides of buildings for urinating.

14. The necessary number of additional officers should be obtained and other arrangements made in order to make it possible for inmates to remain outdoors after 4:30. This is especially imperative for the tubercular inmates. The latter should be allowed to remain outdoors while daylight lasts.

15. Tubercular patients should be given paper handkerchiefs for expectorating. Such handkerchiefs should be burned after use.

16. Very much more strict and thorough supervision of all inmates in and outside of buildings should be exercised. The supervision at the time of inspection was extremely loose.

17. A respectable standard of food and service should be installed in the officers' dining room.

18. *The constant complaints on the part of inmates of the insufficiency of food merit very serious consideration.

‡Substitution of new porcelain bowls is gradually progressing.

*The standard of food has since considerably improved and the complaints of inmates have largely disappeared.

19. When the new kitchen is completed, sufficient space should be allowed for pantry and scullery.

20. The interior of the disciplinary building should be remodelled and repaired.

21. A system of weighing food waste at the tables in messhalls should be introduced as a check upon the quality and amount of food served.

22. In the female department a water heater should be installed, additional washing facilities obtained and the baths overhauled.

23. All parts of the whole institution should be thoroughly supplied with fly screens.

24.*In reference to Potter's Field the following recommendations are made:

a. All boxes should be carefully constructed of tight fitting grooved lumber with additional strips nailed where the pieces of lumber are joined.

b. In nailing down the lids of coffins competent labor should be used, and those doing the work should be held responsible for the condition of the coffins leaving the morgue.

c. Coffins should be inspected by a responsible officer before they leave the morgue, and their condition should be certified to in writing.

d. If necessary, coffin lids should be secured by screws instead of nails.

e. Decayed bodies or parts of bodies, especially if wet with blood or other fluids, should be securely wrapped in watertight material before being placed in the coffin.

25. Arrangements should be expedited for the complete abolition of Potter's Field on Hart's Island.

26. The Warden should be given an additional reliable clerk and a satisfactory office filing system.

27. Building No. 2, which is entirely unfit for any purpose and constitutes a fire danger, should be demolished.

28. Regular fire drills should be organized.

29. As most of the disciplinary trouble seems to be due to matters involving food and tobacco, and since disciplinary disturb-

*The conditions calling for these recommendations have since been largely remedied, by the direct appeal of the Prison Association to the Department of Public Charities, which is responsible for the conditions described.

ances are particularly serious in an institution conducted on the dormitory plan, without satisfactory disciplinary cell accommodations, special efforts should be made by the central office to insure a proper amount and kind of food, and arrangements by which tobacco may be supplied to the boys, as well as to the men, since practically none of the boys are much below 20 years of age, and most of them have smoked on the outside.

30. The number of keepers should be increased, and prisoners should again be allowed outdoor recreation after 4 p. m.

The improvements suggested above, namely, proper office equipment and a citizen office staff, a new visiting building, fire drill, and the support of the Warden in carrying out his plan of organization, including the matter of records, checks and control, pajamas or nightshirts, central barber shop, removal of the kitchen, etc., should be instituted without delay.

PROGRESS MADE

The following important improvements were found on inspection:

1. The removal of the reformatory from Hart's Island has opened possibilities for the improvement of the Branch Penitentiary which it will take a long time to exhaust.
2. The tuberculosis ward has been enlarged and painted.
3. The hospital has been removed from building No. 5 to the hospital ward formerly occupied by the reformatory hospital.
4. Work has been begun for the installation of a clothes' bin and barber shop near the shower baths in the administration building, in preparation for a reception department.
5. Considerable progress has been made in "filling in" north of the administration building.
6. The construction of a new kitchen, satisfactorily located, has been begun.
7. The women have been entirely removed from the laundry. All work is being done by men only.
8. A storekeeper now has complete charge of the storage and distribution of supplies on the island.
9. Building No. 2 is no longer used for regular dormitory purposes and building No. 5 is used only for the tubercular inmates. It is to be converted into shops.
10. The installation of the shoe shop on the lower floor of building No. 5 has been almost completed.

11. The time for supper has been changed from 4 to 5 p. m.*
12. Newspapers are allowed prisoners.
13. The construction of day-rooms for the women's prison by the extension of passageways.
14. Considerable improvement of the keepers' dining room, including painting, the installation of glass-top tables, and better chairs.
15. The installation of potato cookers in the kitchen.
16. The construction of a coal shed for the women's prison, by which it is possible for the women to receive their coal in the winter without having to go outdoors at the badly exposed northern end of the island.
17. The beginning of a small library for the women, by a loan from the New York Public Library.

GENERAL REPORT

The census on June 29 was 698 adults and 5 babies. Of the adults 649 were men and 49 were women.

Until April 1, 1916 there were two distinct institutions on Hart's Island, namely, the New York City Reformatory for male misdemeanants and the Branch Penitentiary. On that date, the City Reformatory was removed to New Hampton Farms, leaving Hart's Island entirely to the Branch Penitentiary. That change was followed by a partial re-distribution of the utilization of the buildings on the island.

The new fireproof administration and dormitory building and the industrial building, both of which in addition to the large school building were previously used by the Reformatory, became available for the Branch Workhouse. The four dormitories in the administration building have been occupied by four divisions of inmates. The division into groups is merely an administrative matter and does not rest upon extensive character classification, except that minors (referred to in the institution as "blacks") constituting division No. 3, are kept separate. Similarly, the crippled "rough riders" (in institutional parlance,) and the tubercular constitute separate groups. The school building is not at present in use. An extension is being built to that building to contain a new kitchen, upon completion of which, part of the school building is to be turned into a central messhall.

*This change was first made for the purpose of allowing inmates one hour of recreation after work. This privilege was subsequently withdrawn, mainly because of the shortage in keepers.

Dormitory building No. 2, which is the worst in the institution, has been abandoned for dormitory purposes. It is being kept for the use of minors as a "hang-out room" during the periods preceding meals.

An additional dormitory in building No. 5 has been joined to the former hospital ward in that building, and both have been turned into a tuberculosis ward. The so-called "round house" at the southern end of this building is being used as dining room for tubercular men. Two of the dormitory rooms in building No. 5 are being fitted up as a new shoe shop, which is to be removed from the Penitentiary on Blackwell's Island. None of the dormitories in building No. 5 is used at present for ordinary dormitory purposes. Building No. 5 no longer contains the hospital ward.

Upon the removal of the Reformatory, the newly fitted up hospital of the Reformatory on the second floor of one wing of the industrial building was turned over for use as hospital for the Branch Penitentiary. The administrative offices have also been removed from the previous location in the northernmost "round house" to the administration building formerly occupied by the Reformatory. In many respects the removal of the Reformatory has been an improvement not only to the Reformatory but also to the Branch Penitentiary.

The administration of the island as one institution under one chief officer simplifies the administration. It has also meant, however, additional duties and burdens upon the warden of the Branch Penitentiary.

It is to be regretted that with the availability of so much more dormitory space on the island upon the removal of the Reformatory, there has not resulted a decrease of congestion. The dormitories in the administration building were originally designed for a maximum of 65 beds. The congested population of the Reformatory necessitated the assignment often of as many as 100 inmates to these dormitories. It was found at the time of inspection that the average number of beds was nearer 85 or an excess of approximately 20 over the normal capacity. It is practically impossible for one keeper to supervise such a large number of beds closely placed and at the same time also supervise the adjoining toilet rooms at night.

The condition of the walls in the dormitories has remained unchanged. The plaster has been off for several years and the condition of the paint is very poor. The universal supply of sheets for the beds has not yet been accomplished. Towels are given out once every week. No vermin was found in the beds that were exam-

ined in any of the four division dormitories in the administration building. No individual lockers have as yet been supplied. In an institution housed on the dormitory plan, such lockers are absolutely necessary. The spaces between the beds in several of the dormitories were less than 18 inches, the amount required by law, and very much less than what is considered advisable in a dormitory of a penal institution. Where the morning work had been completed, the beds were found properly made up. Toilet paper is not regularly supplied in the dormitories. It was stated that the keepers distribute toilet paper as needed, at night. It was further stated that this method was necessary because of the limited amount of toilet paper allowed, 100 rolls per month per dormitory.

The actual census in dormitories 1, 2 and 4 was 71, 95 and 86 respectively. The basement of the building was in excellent condition, clean and orderly. In the space adjoining the bath room in the administration building, the inmates were engaged in the construction of a clothes bin to be used in the distribution of laundry on bath days. This part is also to contain a barber shop; the combined barber shop, clothes bin and shower bath room is to be used as the reception department for the institution. The bathing of inmates is at present done according to schedule, each shop or gang being assigned for a bath on a given day between 5 and 7 P. M.

The industrial building was vacant except for the part used as hospital. An adjoining room to the hospital was being fitted up for use as a contagious pavilion. It is suggested that the overcrowding of the dormitories in the administration building be relieved by use of some of the vacant rooms in the industrial building. This could be done in addition to the suggested removal of the tuberculosis ward from building No. 5 to the industrial building. Both of the new fireproof buildings would thus be used for dormitory and hospital purposes, and the danger of using inflammable buildings for such purposes be obviated. It may not at all be necessary to have additional employees to carry out this change. The storeroom in the basement of the industrial building, set up by the superintendent of the Reformatory during his administration of the buildings, is being continued and is kept in excellent shape. There is a store-keeper who has complete charge of the storage and distribution of all articles used in the institution.

As has been stated above, the Reformatory school building is no longer in use. The extension to contain the kitchen is to be 60 x 75 feet. It is to be hoped that ample provision will be made for scullery, storage of vegetables, and space for peeling and cleaning of

vegetables, so as to obviate the present excessively insanitary conditions in the parts of the institution used for these purposes.

Building No. 4 is used for dormitory purposes as heretofore. The general conditions in this building are in many respects very unsatisfactory. There are a number of small rooms adjoining the large dormitories, containing toilets, showers, tailor shop, barber shop, small messhall and storage rooms. It is impossible to exercise proper supervision over inmates going in and out of these small rooms when inside the dormitory. The toilet bowls in most of these toilet rooms in this as well as in building No. 5, are still the old type cast-iron or enamelled-iron trapless bowls. They are being removed as fast as modern-type bowls are obtained. It is, however, a slow process and should be expedited by the granting of sufficient appropriations to supplant all such old style toilet bowls. The floor of the small messhall adjoining the basement dormitory in building No. 4 was dirty. Practically all the beds were badly infested with vermin. This is in striking contrast to dormitories in the administration building which are practically free of vermin. This building contains divisions 5, 6 and 7 of the population, numbering 112, 105 and 23 inmates respectively.

Building No. 2 has been practically discontinued for dormitory use. The boys are kept in the large room formerly used as dormitory, between work and meals. During this period they use an adjoining toilet room, which was found in the most disgraceful and dangerous sanitary condition, in fact unequalled by any of the numerous insanitary phases of the plant of this institution. The old-type iron toilet bowls were filled with excreta and were leaking. They had not been flushed. The floor was covered with a number of small stagnant pools of water and decaying matter. The stench was very bad. Thousands of flies were flying in and out of the unscreened windows. All this at a time and in a place where the danger of typhoid epidemics is constantly imminent. The condition was further aggravated by water leaking and oozing from an adjoining shower room. All of this dirty mess was, moreover, seeping through the floor into a room in the basement which received an additional supply of stagnant water from leaky pipes leading through it. To further aggravate the matter it was stated that rats frequently visit the rooms and can naturally be expected to carry with them some of this dangerous filth. Subsequent to the inspection of this part of the building, several of the inmates called the attention of the inspector to the extremely serious conditions above described.

It was found that the administration was aware in a general way of the conditions above described, but had taken no action in the matter. The plumbing shop and storeroom situated in the basement of the building are being dismantled and removed to another building. This whole building ought to be torn down, as it is hardly probable that any amount of patching would bring it into a state of repair fit for permanent use.

Building No. 5 has been abandoned for dormitory uses as stated above. The "round house" previously used as pavilion for the tubercular is now used as orderlies' quarters. The shoe shop in process of installment in two of the former dormitories was neat and well painted. This building is still used for the assembly of the adult male population of the Island, previous to meals, and most of the population takes its meals in the messhall attached to this building. The toilets in the corridor of the first floor of the building are in use. They were in fair condition of cleanliness, but in very poor condition of repair. Evidence was found of the use of chloride of lime in the toilets. All the rooms of this building are being painted, and many of them have already been painted in preparation for their use as industrial shops. The supervision in the building, as in most parts of the institution, is inadequate. The two tuberculosis wards in building No. 5 have a normal capacity of approximately 50, and probably 60 to 70 could be housed under pressure. Such pressure, however, is very undesirable. There were 49 patients assigned to the ward at the time of inspection. The lack of proper equipment other than beds and bedding for the treatment of the tubercular patients, has been indicated in previous reports; conditions in this respect have not been improved. Inmates are not yet provided with the proper chairs and porch space or other covered and protected outdoor space for the necessary rest and fresh air cure. Moreover, they are locked in dormitories at the same hour as the other inmates of the institution, namely 4:30 P. M. It is important that all inmates be allowed to remain in the open at least for an hour after the day's work; and it is absolutely essential that tubercular inmates be allowed to remain in the open the maximum possible time. To shut them into the dormitories at 4:30 P. M. where they are to remain until probably 7 A. M. the next morning, is a practice that would be condemned by all physicians. Tubercular inmates receive butter three times a day; one quart of milk; two eggs; two ounces of sugar; and about eight crackers per diem in addition to the regular institution diet. The sheets and pillow cases in the ward were satisfactory in condition and amount. The win-

dows were not completely screened against flies and mosquitoes. Patients receive expectorating cups which they keep in their wards. No provision is made for the proper disposition of their sputum while they are out during the day. It is suggested that paper handkerchiefs be distributed in sufficient amount and that they be burned daily after use. There were three cases of tuberculosis, in addition to the above 49, in the main hospital in the former industrial building; also to other patients and two inmate nurses.

Very little progress has yet been made towards the attainment of the proper standard of treatment and care of tubercular inmates transferred to this island from other institutions of the department.

The hospital building that has been under construction south of building No. 5 for a long period of time, is still unfinished. The Building Department has declared the foundation insufficient for a two story building as originally planned. It is intended now to leave it at one-story, and complete it on that basis as soon as possible.

The cellar of the building (No. 5) was in very good condition as compared with previous occasions. The walls have been white-washed and floors cleaned and filled in.

Food is prepared in the central kitchen contained in the same building with the keepers' dining room and storage room for food. It is carted in a special food delivery wagon to the four different parts of the institution where inmates are fed. The kitchen was found fairly clean, but the adjoining scullery, its equipment, the concrete floors therein, and equipment and floors of the vegetable storage rooms adjoining, were in exceedingly bad condition, due chiefly to the state of repairs, but partly to neglect and an inadequate standard of cleanliness. The room used for the storage of food is being gradually improved under the present store-keeper and chef. The bins for dry groceries are being lined with tin. The general arrangement is poor because of the inadequacy and arrangement of floor space. It is to be hoped that when the new kitchen is completed, better facilities and arrangement for the storage of provisions will also be provided.

The keepers' dining room adjoins the kitchen. The service in this dining room is probably the poorest anywhere in the department. The dishes are in very bad condition and insufficient in amount. The standard of service and of the number and kind of dishes used is very low. Knives and forks are hardly presentable. They appear to be the cheapest and most unsightly things of their kind obtainable. No tablecloths are used and no napkins given.

The general standard of the service may be compared with a poor, rough lunchroom. It is strongly urged that the food and service for officers of an institution be not inferior to that obtained in a respectable restaurant on the outside. The screening of buildings used for the preparation and service of food is incomplete and unsatisfactory.

The condition of the laundry was good. A considerable amount of work is done. It was stated that 3,000 pieces of clothing and 50 blankets are handled per week. The clothing of old men, the blankets of men discharged and the clothing from the hospital and tuberculosis wards and from the female department, were said to be disinfected before they are turned into the general laundry. Women no longer work in the laundry together with the men. All labor now is performed by men only. The toilet room in the laundry contains the old style bowls without traps.

Adjoining the laundry building towards the east, is an old discarded boiler room in which stagnant pools of water were found. This constitutes a sanitary danger and should be cleaned out. On the lawn near the laundry were found a considerable number of blankets being aired. No change was found in the general condition of the frame shops and shanties along the eastern shore of the island. In the stone shed, old and crippled men are employed. No officer was found supervising this group of men or those engaged in odd jobs along a great part of the eastern shore of the island. This lack of supervision may be responsible for the additional sanitary evil of the indiscriminate use as urinals of that shore and sides of the building facing that shore. This is a practice that should be severely condemned.

The disciplinary building was inspected on the 29th at about 11:30 A. M. There was a very large amount of chloride of lime found in all the cells and in the corridors. The use of chloride of lime to the excessive extent found at that time indicates the presence of extremely poor sanitary conditions. The cleanliness in this building was poor. The condition of the ventilating windows in the cells was bad; they were littered with rags and strips of cloth. Many of the partition walls between cells had great holes, some of which had been filled in with concrete, while others were still as they had been left by the inmates who had broken them. It is evident that a very much stronger partition wall is needed between disciplinary cells than that installed in this building. New buckets had been introduced into the disciplinary cells. They are made of papier mache, and are capable of sanitary treatment, while not affording use as a

weapon by the inmate against the keeper. The interior of the disciplinary building should be re-constructed on entirely different plans and more securely.

A considerable amount of outside work is being done on the island in addition to the partial outside work involved in stone breaking. The clearing of the beaches, construction work on the hospital at the southern end of the island, the filling-in between Potter's Field and the administration building, the work on interment and disinterment on Potter's Field, cultivation of the farm, work on the dock and on the transportation and breaking up of coal, occupy a considerable part of the population. There seemed to be on the whole satisfactory conditions of health despite the number of insanitary conditions.

Garbage is incinerated near the coal pile in a most primitive and unsatisfactory manner. There should be an ample and efficient incinerator for the disposition of garbage on the island. An old shack along the road leading to the upper end of the island and not far from the incinerator, serving no purpose whatever, was found in a very bad state, its floor covered with refuse and excreta. Flies were travelling in and out. Apparently there is no use made of this shack at all and there is no reason why it should continue to remain there, a sanitary danger.

On Potter's field preparations were made (June 29,) for the reception of a shipment of bodies from the morgue on the following day. A trench containing babies' coffins was partly uncovered and a considerable number of small coffins were piled up apparently indiscriminately and covered over with canvas. There was a swarm of green flies hovering about and there was quite an odor around the trench. It was stated that the method of interment which necessitated uncovering all coffins, as on the day of inspection, has been discontinued and that in all recent and future interment each layer of coffins will be covered over so that on addition of new layers of coffins, it will not be necessary to open the whole trench.

A further separate inspection was made on July 14 of the general activities in regard to the interment of bodies in Potter's Field. An extract from the report of that inspection follows:

"In respect to the conditions of interring pauper bodies, information was gathered separately from the inmates handling the burial, from the keeper in charge of the cemetery gang, and from several officials of the institution on Hart's Island. This information was supplemented by observations during the day, so that the following may be considered absolutely reliable."

The method of digging trenches and covering layers of coffins seemed absolutely satisfactory, each layer or part of a layer being

covered over with dirt and only uncovered to the minimum extent necessary to put in additional coffins. In other words, the coffins are not allowed to remain uncovered until the full number, that is 150, arrives to fill the trench. Neither employees nor prisoners had any criticism of this part.

In transferring claimed bodies that are exhumed from Potter's Field, it is required that such exhumed body be placed in a metal lined coffin brought up by the undertaker from the city for that purpose. A metal cover is sealed to the metal lining hermetically and the wooden top nailed on top of that. In other words, the body leaves the island in absolutely safe condition. All these precautions are insisted upon.

At 2:30 in the afternoon, the steamer "Fidelity" arrived at the coal dock at Hart's Island and unloaded 25 large boxes and 45 small boxes shipped from the morgue. Of the large boxes, the lid of one was altogether off and the body exposed. The lid was simply laid on the box and not nailed down. Another large box had one or two nails loosely holding one narrow end of the lid. The rest was open and the body exposed. At least six of the small boxes had the lids so loosely placed that they came off in the handling. Two large boxes had the lids so loose that one kick used as a test by the inmates, to see how secure the lid was, exposed the contents. At least two of the boxes were so loosely joined that in the loading on wagons when transferred from the dock to the trenches, a large number of maggots were shaken through the cracks. Almost all the lids were very imperfectly nailed down and only two were fastened down with screws. A number of the boxes were unsightly from the blood and body fluids oozing or spilling from some of the boxes. As a whole the shipment was, despite the above, considered comparatively good by the inmates and official receiving it.

The objections to this whole method of shipment are twofold: First, they constitute a sanitary danger, and secondly, they are a gruesome business and it is unfair to require prisoners to handle such disagreeable work aggravated by neglect.

In order to correct conditions, the recommendations quoted among the general recommendations above, were made.

Throughout the duration of the inspection, scores of prisoners utilized every opportunity to complain to the inspector about the insufficiency of the food. The complaints were so persistent that the inspector gained the impression that there must be some cause underlying them. On the second day of inspection a careful examination was made of the food set out for dinner. The meat on a very large

proportion of the plates was almost raw. The meat on other plates had a large amount of fat and gristle. The warden had stated before the inspection that word had reached him that the meat was not satisfactory. Apparently, the fault lies with the lack of inspection of food before it leaves the kitchen for distribution in the mess-hall. If the chef had been careful to look at the meat before sending it to the messhall, he would have recognized its condition and roasted it for a longer period. The manner of the distribution of the soup was satisfactory in that each man would get the vegetables as well as the juice. There was a very considerable amount of waste. Between 15 and 20 pails of soup, bread and meat waste were collected from the tables after the meal. Food is not served as hot as it should be. There are no arrangements at the messhall for heating or keeping the food hot after its transfer from the kitchen, which is in a separate building some distance away. A system of weighing waste is not in practice in any institution of the Department of Correction. Such system might throw light upon the provisioning. The kitchen equipment is imperfect. Among the complaints from the prisoners in reference to food a number of prisoners stated they were not able to get the amount of salt for seasoning their food that they considered necessary.

One of the chief difficulties of the administration of this institution as a whole, is the insufficient number of officers and keepers. The peculiar nature of the plant and the number of posts to be covered requires a large number of keepers both by day and at night. Out of a total of 32 keepers, 14 are on night duty, leaving 18 keepers for day service, for a population of between 600 and 700 men or about 1 to 35. The 3 prison orderlies, 6 prison artisans, 2 prison helpers, 3 hospital orderlies, 1 teacher and 1 clerk, do not sufficiently supplement the shortage in keepers.

Female Department.—There were 36 women and 6 babies in the female department of the Branch Workhouse on the second day of inspection. Of these, 23 were workers assigned to halls 1 and 2. Six women with babies were assigned to the baby ward, and 13 tubercular patients were assigned to the tubercular ward. One of the most serious matters in the condition of the female department is the lack of fly screens. In some instances, as in the hospital ward, there were screens on the windows but none on the doors, and most screens were in imperfect condition.

Another most serious condition is the lack of proper toilet and bathing facilities. The cleanliness on the whole was good. Sheets and pillow cases were found throughout, and the beds were sup-

plied with name cards. The toilet bowls in the toilets attached to hall No. 1 are of the old style, and without traps. There is a shower bath for this ward, but no hot water. There is no hot water for any of the three or four baths in the female department, except what little may be had sometimes from the coal range in the kitchen. It is probably the most urgent need of this department to have a water heater installed for obtaining a constant supply of hot water. Several prisoners complained on account of the lack of bathing and washing facilities. It is necessary for them to use the same basins for their morning ablutions as is used for washing of the children's diapers.

There are practically no fly screens at all for hall No. 2 which is used for the women and babies, nor for the sleeping porch attached to the baby ward. The beds in the wards were found free of vermin, but some of the women stated that there was vermin in the walls.

The kitchen and dining room for tubercular women was satisfactory. The icebox however, did not lock properly, so that it could not be kept sufficiently cold. No screens were found here, either. The only hot water supply is a small tank attached to the range in the kitchen for the tubercular. Porcelain toilet bowls are being supplied at long intervals by the institutional plumber, whenever he is able to obtain any to replace the old cast-iron bowls. The sleeping porch for tubercular patients is too small for 8 beds, and is so imperfectly screened as to be practically unprotected.

NEW YORK CITY REFORMATORY FOR MALE MISDEMEANANTS, NEW HAMPTON FARMS, NEW HAMPTON, ORANGE COUNTY

INSPECTED BY PHILIP KLEIN AND E. R. CASS, JUNE 14, 1916

Louis E. Lawes, Superintendent.

RECOMMENDATIONS

The recommendations for remedying conditions found unsatisfactory at the time of this inspection naturally fall into several sections as follows:

A. Matters dealing with the general system in vogue at the institution:

1. All inmates should be kept under strict supervision when working indoors; the practice of allowing "bunk house" boys to lounge on beds should be abolished.

2. Only one toilet room on the construction side should be used during the day, and that room should be under constant supervision. The other toilet rooms should be locked.

3. After the bunk houses are cleaned up they should be locked and no inmates should be allowed to enter.

4. Disciplinary quarters should be supplied for the detention of inmates deemed to require separate confinement under discipline; the handcuffing of inmates to the beds in the hospital is an undesirable practice and should be discontinued.

5. The various practices pointed out in the body of this report, as leading to the breaking of windows, should be discontinued, and in general, this tendency be very severely dealt with.

B. Matters of plant and equipment:

6. The laundry should be equipped so that all washing can be taken care of on the premises.

7. Underwear and all other items of wearing apparel should be marked with the number or other identifying mark of the wearer, so that each inmate would continue to use his own clothing, and the promiscuous distribution be prevented.

8. Some method of pumping water from the river in sufficient quantities to supply both units of the institution, should be determined and carried out without delay. The shortage of water should not be allowed to continue to effect the sanitary conditions of the institution when the river is so close and available. The continuance of the present conditions can be considered nothing short of neglect.

9. Where water pipes have been installed by order of the fire authorities, hose should be made available. The water pipe is of very little value without hose attachment.

10. All vegetables should be removed from the cellar of the farm house and be stored in a place especially provided for that purpose. The present storage of vegetables presents the double evil of being subject to damage and of serving as an excuse for not scrubbing the floors above.

11. Concrete floors should be laid throughout the cellar of the farm house and in the messhall of the floor above, at the earliest possible time.

12. A pasteurizing plant should be installed for the treatment of all milk obtained from the cows at the institution and used by the institution. Boiling the milk in the kitchen is too uncertain a process and too difficult to supervise; there is no proof that it is conscientiously done at all times.

C. Sanitary conditions and cleanliness:

13. The space beneath the bunk houses should be cleaned out. Very much higher standards of cleanliness should be lived up to on the grounds, in the buildings and in the sheds throughout the institution. Parts of the institution presenting satisfactory conditions of cleanliness were few.

14. Bags of potatoes and other vegetables should not be thrown on the wet soggy ground as was found the case in the barn building group near the superintendent's residence.

15. Blankets should be shaken every morning; sheets and pillow cases should be supplied; night shirts should be given inmates.

16. Chloride of lime should be used on the floor with more care, and should not be applied to wet parts where people are bound to walk.

17. Wooden bunks should be discontinued and only iron cots be used.

18. New tables should be supplied for the messhall especially on the farm side. They should be so constructed as not to allow the accumulation of decaying matter in the cracks.

19. The use of the present pig pen and adjacent grounds should be discontinued, and the place thoroughly disinfected and cleaned up. The pig pens presented disgraceful conditions of filth and insanitary methods.

20. All the construction work on the permanent building should, as previously emphasized, whenever practicable be done by inmate labor, not only in excavation and foundation work, but in the erection of the entire structure.

PROGRESS MADE

1. The reformatory has been definitely and finally removed to New Hampton Farms.

2. On the construction side the laundry building has been completed, equipped, and has been in use during most of the year. Construction on permanent buildings, sewage and water systems has progressed considerably. The railroad spur has been completed, considerable work done on the reservoir; a blacksmith and a carpenter shop built, boardwalks constructed, and some buildings for the staff begun.

3. The general condition of cleanliness was much superior to that found on previous occasions.

4. The new kitchen on the farm side has been completed and is in use; the interior of the farm house has been painted.

5. A building has been constructed over the well and pump on the farm side for the use of the farm superintendent and as carpenter shop and tool house.

GENERAL REPORT

Population on the day of inspection was as follows:

Penitentiary inmates	124
Reformatory inmates	270
(17 of the Reformatory inmates were in other institutions of the Department of Correction.)	

Upon the removal of the Reformatory proper from Hart's Island to New Hampton Farms in April of this year, the distribution of inmates at New Hampton Farms was changed so that at present the Penitentiary men are on the farm side, and the Reformatory inmates on the construction side, the latter constituting the principal unit of the institution. The New York City Reformatory for Male Misdemeanants is now officially located at New Hampton Farms. Louis E. Lawes is Superintendent in charge of the whole institution, including men transferred from the Penitentiary. Minor changes in the number and distribution of employes have been made in accordance with the general change indicated.

Construction Camp—Reformatory Inmates.—Since the last inspection in March, the laundry building has been equipped and is now in use. The two inmates in charge of this building should be highly commended for the condition of cleanliness and order in the building. The standard established in this small building should be a criterion for the rest of the institution. The tailor shop is the only new addition to the group of buildings within the iron fence enclosure. The iron fence has little value as a preventive against escape. It would not be very difficult for any of the boys to get over the fence; but as a matter of fact they prefer to crawl under. The fence is very helpful in keeping track of the boys when the count is being taken, and further, in keeping them within a limited area during the evening recreation periods. Guards are now stationed at each corner of the enclosure previous to meal times and during recreation.

Outside of the enclosure, the construction of the officers' quarters is nearing completion, also the work on the head keeper's residence. Work on the construction of the physician's residence has been

started. Part of the concrete foundation for the permanent building is completed, on one side, the waterproof footings for the foundation have been laid. The work on the construction of the remaining part of the foundation on this side is delayed because the wooden forms are not ready. Apparently much work has been done and the construction officials in charge stated that the work of the inmates was satisfactory. The railroad spur is completed, and much work has been done on the reservoir. A blacksmith and carpenter shop, and an office for the construction engineers, have been built outside, and near the entrance of the enclosure. Board walks have been constructed in parts of the enclosure so as to improve communication from the entrance of the enclosure to the messhall, assembly hall, and some of the other buildings especially in stormy weather.

Bunk houses, hospital, laundry, etc.—The equipment in these bunk houses consists of iron cot beds, a few iron double-deckers and some wooden double-decker bunks. Bedding consists of blankets. No pillows or mattresses are provided. The making-up of the beds is done by groups of boys known as "bunk house squads." The squads work under the supervision of one keeper. It was stated that the bedding of each bunk house is aired once weekly. The "bunk house squads" had completed most of the work and were lounging about on the beds before 10 o'clock in the morning. The blankets in many instances were soiled with dirt. This could have been improved if the members of the squad had been instructed to shake the blankets every morning. It is inadvisable to permit the workers to lounge on the beds of the houses, or to sit about after their work is completed. They should be kept out in the open where they can be more easily observed. At the time of the first inspection of the toilet rooms in the bunk houses, the floors were littered with wet paper and rubbish. Later it was found that the floors had been washed and boys were being instructed to sprinkle chloride of lime on the floors of the toilet rooms and in the corridors leading to them. The advisability of doing this while the floors are still wet, is questionable because the lime becomes wet and slimy, and makes walking disagreeable. Furthermore, the wet, slimy mass is tracked into the bunk houses.

In part of bunk house No. 1, the side walls were marked with streaks of green paint, apparently done for amusement. Much rubbish, broken glass and small stones had collected under the bunk houses. Under bunk house No. 2 there were a number of mattresses

which had been there for seven days. It was stated that these are to be used on the beds after they have been thoroughly aired and cleaned. It is questionable whether much good can be accomplished when mattresses are left in this way. They should be brought out into the open and not stacked one upon the other.

The laundry building is not sufficiently equipped to do all the washing for the Penitentiary and Reformatory inmates. The equipment consists principally of small stone stationary tubs. Most of the clothing is sent to a laundry in Middletown, and paid for at practically regular prices. The underwear is not marked with each inmate's number, and as a result is distributed indiscriminately after its return from the laundry. The accepted standard in institutions is to mark each inmate's underwear and other wearing apparel with his number or other means of identification, thus avoiding the undesirable practice referred to.

One could not help but notice the numerous broken window panes in the various buildings. In some cases the whole window sash has been demolished. It was explained that the boys have the habit of playing ball with stones, and also of throwing stones with apparently little regard for the consequences. This condition is extraordinary and should be stopped.

The cleanliness and order in the hospital was satisfactory. The kitchen was clean and orderly. A refrigerator located in a small room outside of the kitchen would be much improved as to cleanliness if the outside were well scrubbed. The cleanliness of the mess-hall and equipment was satisfactory. The improved condition of cleanliness of the scullery was especially noted.

The cleanliness of part of the grounds adjacent to the barns, and the building in which the commissary is located and where vegetables such as potatoes are temporarily stored, could be much improved. With the large number of boys available, there seems no excuse for the neglect of such details.

Classification and supervision.—The plans of the permanent buildings of the Reformatory have been based on the principle that the chief necessity in an institution of that kind is the classification of its inmates and the separation of the several groups, with all possible safeguards against their commingling. If the importance of that principle is sufficient to determine to a large extent the general nature of the plans for the permanent buildings, one would expect that so far as possible, the principle would be carried out even in the temporary structures.

There are three separate bunk houses, and there is a sufficient number of employees to make at least a rough classification possible, and to keep the separate groups apart and under constant supervision both day and night. This however is not done. It was stated that at night the young boys sleep in beds located near the keeper on duty in the bunk houses. This is a confession of inadequate supervision of the whole of the bunk houses.

A striking instance of the necessity for constant supervision even during the day was witnessed in a small room off the kitchen. A group of boys were peeling potatoes. A young lad 17 years old was the object of vile suggestions and remarks from older boys in the same room. The subject of conversation was indecent and vicious. It was treated by the boys in a most jovial spirit and each member of the group tried to outdo the others by remarks which would create laughter and bring subsequent suggestions from the others. This incident was brought to the attention of the keeper in charge of the bunk houses and he stated that the group was not under his direct supervision, and also that the young boy in question had been cautioned previously for such conduct. The 19 year-old boy who was the leader of the older boys, was a negro. It is needless to say that no good can be accomplished in the treatment of the inmates if such conversation is permitted.

During the last week of April, four boys escaped and have not yet been apprehended. About a week prior to the date of inspection, three boys who were working with an electrician escaped, but were later returned from Goshen. Boys who escape and are apprehended are sent to the hospital and are sometimes handcuffed to the beds. They are kept there for perhaps a day or a week, or until such time as they can be returned to Hart's Island.

On a Saturday afternoon during the latter part of May, one of the inmates was drowned while bathing in the Wallkill River. A week passed before his body was recovered. This is the second death by drowning since the opening of New Hampton Farms in 1914.

The boys who work in the messhall and the bunk houses are not employed continuously during the day. During their free time they collect in groups in the yards, or lounge about in the bunk houses. Some of them take exercise and enjoyment by breaking big boulders into small pieces, which are taken to the stone crusher. The regular work which these boys have to do is not a severe task. They should either be assigned to other work when they have completed the work in the kitchen or bunk houses, or else the number of inmates

assigned to each gang could be cut down sufficiently, to keep them busy during the whole working day. If more of these boys were kept busy, there would perhaps be fewer windows broken.

Discipline.—There is no way of isolating cases requiring discipline. Most of the disciplining is done by Keeper Ryan, the disciplinary officer. Special cases are looked after by the superintendent. In case of a breach of discipline, a slip is filed against an inmate with the disciplinary officer, who makes disposition of the case.

Penitentiary side.—There is an average of more than 100 men transferred from the Penitentiary, occupying the farm side of the institution. Little change has occurred on this side since the last inspection. Near the State road, a commissary building is in process of construction, and a stone-crushing plant has been set up to prepare material for concrete and for road building.

Farmhouse.—The farmhouse with its various extensions, built during the last two years has been painted, and presents a uniform appearance. The new kitchen has been completed and is now in use. The interior is now being painted. There is a good range apparently too small. A woman cook is in charge of the kitchen. The conditions of cleanliness were better than in the rest of the building, but were not satisfactory, either in the kitchen proper or in the pantry. The preparation of the meal and the handling of the food was satisfactory. The noon day meal consisted of a vegetable soup, roast beef, potatoes, a mixed vegetable and bread. The food was served in a satisfactory manner.

The rest of the building, consisting of dormitory, messhall, scullery, shower-room, toilet room, store room and keepers' quarters, was considerably below the accepted standard of cleanliness. The floors were dirty and sticky. The tables in the messhall were unclean and greasy, and the cracks filled with decayed matter. Reference was made by several employees to the maggots often coming from these cracks. The uncleanliness of the floors and tables was explained principally by the lack of water, and partly by the fact that the generous application of water to the floor of the messhall, causes a leakage to the basement where vegetables are stored, thereby causing much damage. A large amount of rotting parsnips was found in part of the cellar. Evidently the amount stored away was in excess of that required for the institution; but no worse disposition could be made of it than that described. The

only water supplied for all purposes on this side of the institution is obtained from one well from which water is pumped into the two tanks in the attic. It was stated that the floors are washed once or twice a week. In the bunk houses, the inmates assigned to cleaning duty stated that frequently that was about once a month. Considering the shortage of water it is of course impossible to maintain proper standards of cleanliness. That does not, however, alter the fact that there was an excessive amount of filth on the floors.

The officers' dining room occupying the space formerly used as kitchen was very neat and clean. The walls are ceiled and stained. The store room was not in good condition, the plaster in several places had come off, and there were holes in the floors and walls. It was stated that it was impossible to keep anything in the store room intact because of the rats, and that the broken plaster and holes in the wall were also due to rats; that a number of attempts had been made to eradicate them, but without success.

Bunk houses.—The bunk houses were in good order, beds all made up and the floors swept clean. However, it was evident that the scrubbing and mopping of the floors is very infrequent. The water pipe laid from the main house to the bunk houses, by order of the fire authorities, is completed, but the final communications have not been set up and there is no hose attached, so that in case of fire the pipe would be useless.

No vermin was found on the beds.

There is a barber shop at one end of the bunk house and a separate room for night workers at the other end. The wooden bunks have been entirely removed. Almost all the beds are still double-deckers. The total number of men sleeping in the bunk house is 100. A keeper is assigned to the bunk house during the night. A number of window panes in the bunk houses were out, causing serious discomfort during the rainy week preceding inspection. Material has been received for screening all the windows both in the farm house and in the bunk house. Flooring is being laid adjacent to the bunk house for a large tent to house the excess population, to be transferred to the farm during the period when farm hands will be needed in large numbers.

Barns, stables, etc.—A building used in part as office for the farm superintendent, also as carpenter shop and tool house, has been constructed above the well and pump. Extensive repairs have been

made to the barns and stables. One of the barns has been ractically reconstructed.

Sewage and water supply.—The serious condition of the sewage disposal plant has been largely relieved. The gravel pit has been filled in and a tile pipe drain laid, connecting the gravel pit with the Walkill River. There was practically no odor. Generous use is made of chloride of lime both about the cesspool and in the night toilet of the bunk house. In the latter, the slimy condition described earlier in the report still prevailed. The plans for pumping water from the Walkill River in sufficient amounts to give a plentiful supply for washing, bathing, and cleaning purposes, have been too long neglected and the effect is very noticeable. Work on this plant is now going on, but at too slow a rate.

The revolting nature of the pig-pen and its surroundings has not been improved. Conditions in that respect cannot be too severely criticised.

Work on the farm was going on briskly, and the men appear to work earnestly and steadily. The officers declared that they were fully satisfied with the work performed. Asked whether they preferred Penitentiary men to Reformatory inmates, they said that the former were on the whole more reliable and steady workers.

Several officers declared that the disciplinary problem was difficult—that both prisoners and the officers were trained under the old system, and could not accommodate themselves to the freedom of the farm and the lack of the possibility of drastic disciplinary measures as a background; that as a consequence the keepers allow the men a long tether and the men take advantage of it. The farm instructors apparently do not experience the same difficulties. There have been two "get-aways" recently. It was stated that the information as to the escapes first reached the institution by telephone from farmers who had seen the men. Pursuit was taken up by one of the automobile trucks and by the mounted guard recently assigned to duty. The escaped men were subsequently returned to the Penitentiary on Blackwell's Island.

The farm operations have been somewhat retarded because of the weather. The instructor in charge of farming stated that he had reduced the acreage of cultivation from approximately 150 to some 100 acres and that further reduction would have to be made if weather conditions continued unfavorable.

BRANCH WORKHOUSE, RIKER'S ISLAND

INSPECTED NOVEMBER 11, 1915

Deputy warden, Robert Barr, in charge.

RECOMMENDATIONS

1. The night staff should be increased from 6 to 8 keepers, so as to supply one keeper for the supervision of each dormitory and one for patrol duty, the latter to have all keys in his possession.
2. Sheets should be supplied for all beds and arrangements should be made for the sterilization of blankets at regular periods, and immediately upon the discharge of the prisoners.
3. The disciplinary cells in the present "cooler" should be painted white and better ventilation afforded by cutting a large hole in the ceiling of the hall.
4. The use of antiseptic precautions for barbering should be installed without delay.
5. Individual lockers should be constructed for the use of the prisoners, and the beds should be marked with the name or number of their occupants.
6. A clerk should be assigned to Riker's Island in order to relieve the Warden of the unreasonable amount of clerical work he must now perform.
7. The construction work of the hospital for drug addicts planned for this island should be begun as early as possible, unless the plans for such hospital are to be abandoned.

PROGRESS MADE

1. The new unit of two dormitories (Nos. 5 and 6) has been completed and is now in operation. There is a satisfactory toilet and shower room connecting the two dormitories.
2. A new dormitory unit with toilet and showers is being constructed at present.
3. A new kitchen has been built and made ready for the installation of modern kitchen equipment. It is to be connected with a large messhall which is also ready for the installation of tables and other equipment.
4. A concrete extension to the cellar of the dormitory under which the boilers are located has been constructed, and two new boilers installed.
5. The construction of the disciplinary cellhouse has progressed very satisfactorily. The large cement blocks used for the

extension are of a most pleasing appearance and look very much like granite blocks. It is probably the most satisfactory use of cement blocks that has yet been made in the Department of Correction.

6. The messhall has been extended by the removal of the keepers' dining room to the house formerly occupied by the Warden. The capacity of the messhall now is approximately 500.

7. A concrete mixer has been installed by transfer from another department of the city.

8. Prisoners are now discharged directly from Riker's Island, instead of being first returned to the institution on Blackwell's Island. Their clothing is pressed before discharge.

9. A considerable amount of grading has been done near the buildings and at the water front. This has necessitated a great amount of labor. The work is to be extended indefinitely.

10. The double screen system for visitors has been installed in the office building.

11. A great deal of work has been performed in sifting of the soil prior to its utilization for farm purposes.

12. A dock has been constructed at the foot of East 134th Street.

13. Arrangements have been made for the co-operation of the New York Public Library to supply books and organize library service for the inmates of the island.

GENERAL REPORT

The double dormitory building under construction at the time of the last inspection in May, 1915, and the connecting toilet and shower compartment, have been completed, and the dormitory is now occupied. Both dormitories constituting this unit are supplied with "double-deckers." The capacity of each of the dormitories was said to be seventy-five beds, or 150 inmates. The two dormitories of this unit are referred to as No. 5 and No. 6 respectively. In No. 6, the latest to be occupied, the bars have not yet been placed on all the windows. They have been occupied for a considerable time during the late summer and early fall without any bars on the windows. Since the last inspection the steam-heating coils have been installed in these dormitories. The other sleeping quarters, namely, Nos. 1 to 4 inclusive, are supplied with single beds as before. All the beds have pillow-cases, but no sheets. Most of the beds are supplied with three instead of two blankets, as is customary in the

Department. Individual towels are supplied once a week, are laundered by the prisoners themselves, and are kept by them on their beds. The blankets are aired once a week, one dormitory at a time. They receive no other treatment, particularly no sterilization. Upon the discharge of a prisoner, it was stated, his blankets are immediately removed and aired, but not otherwise cleaned, before they are given to the next occupant of the bed. The shower and toilet-room of dormitories Nos. 3 and 4 are inferior to those of dormitories Nos. 1 and 2, and much inferior to those in the new dormitories. They should be extended and re-arranged.

Barbering is conducted in the old style without antiseptic precautions.

The food served for supper consisted of macaroni and cheese, bread and coffee. The macaroni was tasted and appeared satisfactory. The time for supper is 4:30, instead of 4 o'clock as heretofore. Between 4 and 4:30 the prisoners are allowed to stroll around. After supper the prisoners are conducted to the dormitory, where they are kept until 7 the next morning.

Among the prisoners in the laundry there were noticed some sexual perverts. The deputy-warden stated that there were four such cases on Riker's Island altogether; two in the laundry, and two in the house gang. He stated that they were not transferred to the Workhouse, or the Penitentiary, because they had been committed directly to Riker's Island at the time of the epidemic on Hart's Island. As a general rule, it is undesirable to have such cases in an institution conducted on the dormitory plan.

There were no prisoners in the disciplinary cells at the time of inspection. These cells, six in number, are very poorly ventilated, and have no heat at all. Recently the deputy-warden has whitewashed the interior of these cells. It is generally acknowledged now that whitewash is undesirable, and therefore it was suggested that one or two of the cells that might possibly be used be painted white. Further, it was suggested that the roof ventilation of the hall, through which the individual cells are ventilated, be improved by cutting a larger hole in the cell.

The census on the day of inspection was as follows:

Annex (building containing storeroom).....	5
Dormitory No. 1.....	73
Dormitory No. 2.....	73
Dormitory No. 3.....	73
Dormitory No. 4.....	69
Dormitory No. 5.....	85
Dormitory No. 6.....	71
Total	449

Of these, 430 are transfers from the Workhouse and the others from the Penitentiary. The latter are generally skilled mechanics. The maximum number housed during the latter part of the summer was 663. This is a tremendous increase over two years ago, when the average was about 200.

There are 22 keepers and 4 orderlies on the staff at Riker's Island, in addition to the keeper in charge, Mr. McCann, and the physician. 16 keepers are on duty all day, distributed as follows:

- 1 keeper off.
- 2 keepers on construction of disciplinary cell building.
- 2 keepers in cement shed.
- 1 keeper in messhall.
- 3 keepers, construction, dormitory.
- 1 keeper, construction, kitchen.
- 1 keeper in hall.
- 1 keeper with gang gathering sand.
- 1 keeper with mechanics.
- 1 keeper in charge of storeroom.
- 1 keeper on farm gang.
- 1 keeper general duties and relief.

Of the orderlies, two are in the office, one in the laundry, and one in the cement shed. A very serious situation is presented by the fact that there are only five keepers on duty at night to cover six dormitories. Four of these are under constant supervision at night, each by one keeper. For the other two dormitories there is one keeper, who also acts as general patrolman and holds the keys for the other dormitories. His post is outside the dormitories proper. As a result of this arrangement there is practically no night supervision for two dormitories.

On the construction work, there is 1 assistant engineer, 1 mason, 1 bricklayer, 1 stoker and 3 carpenters.

The physician is on duty all the time. There has been no arrangement made for his regular relief.

SECOND DISTRICT PRISON, (JEFFERSON MARKET)

Head keeper, Charles White, in charge.

RECOMMENDATIONS

1. Toilet paper should be supplied for the use of the prisoners.
2. A citizen chef should be employed.
3. The kitchen should be removed to the spacious, airy garret, and an electric elevator should be installed to make such removal possible.

4. A large refuse can should be supplied for the "10 day house."
5. Small refuse cans should be supplied for each cell, both to keep the cells clean and to prevent the throwing of refuse into the toilet bowls.

6. Proper laundry facilities should be obtained, or the suggestion of the warden for a central laundry and sterilizing unit for district prisons should be carried out.

7. In installing new plumbing and toilet fixtures, bowls and basins of vitreous material should be used.

8. Additional cots should be installed in the cells, so as to make the method of doubling-up, when necessary, less objectionable.

9. The kitchen should be transferred to the top story, immediately under the roof.

PROGRESS MADE

1. The roach pest has been eliminated.
2. The vermin in the beds and cells has been cleaned out.
3. This is especially to be noted in the case of part of the first tier of the female department where the frequent admission and discharge of women in very bad physical condition has made the work very difficult and the conditions very bad.
4. The supply of clean bedding has been improved.
5. The commingling of male and female convicted prisoners in the cellar has been discontinued.
- *6. Arrangements have been made for the removal of the inadequate plumbing and toilet fixtures of the cells.

*An appropriation of \$30,000 has been granted for the remodeling of the female department of this prison, so as to make possible more segregation of different types of inmates.

GENERAL REPORT

Census on the day of inspection at 7 A. M., 64 men; 35 women. Total 99. Of these, 15 men and 9 women were "help." Twenty-four of the above were removed during the day, as follows:

- 9 men, 6 women to the Workhouse.
- 6 men, 2 women to City Prison, Manhattan.
- 8 men to Court.
- 1 woman to the House of Good Shepherd.

The most important change since the last date of inspection has been the immense improvement in the matter of general cleanliness, especially in the elimination of the roach pest as against the abund-

ance of vermin found some months ago, covering all parts of the prison, especially the cellar in which the kitchen is situated. There was practically no trace of vermin at this time. This has been the most thorough cleanup within the inspector's memory. The beds were also found thoroughly clean. In the extermination of bed bugs, the gasoline torch, recommended previously, has been found of greatest value. It is said now to be applied every Monday. Not only the vermin but also the dust and fibers have been burnt out of the beds.

Sheets and pillow cases are supplied. It was stated that these are removed upon the discharge of the prisoner who has used them, and regularly every Monday. Blankets are removed at irregular intervals, and laundered in the cellar. The substitution of sterilization for laundering is satisfactory from the standpoint of sanitation but is not economical. The warden's request for a sterilizing machine for this institution is justified.

All arrangements have been made for the removal of the antiquated plumbing, bowls and basins, and the substitution in their stead of entirely new cell equipment. It is urged that when that is done, bowls and basins of vitreous material be used instead of the enameled iron. The electric lighting system is also to be overhauled. Because of the impending improvements referred to, the painting of the cells has been discontinued, as a good deal of the masonry will have to be torn out.

The cells corridors, stairs, etc., both in the male and female department, were clean. The hose is applied every Monday and the stairs washed with oil as nearly as possible every day. The male "help's" dormitory on the first floor was also clean and, as usual, dark because both of its position and of the dark paint of the wall. The "10 day house" was clean. The toilet bowls and plumbing are of the same nature as in the cells and are, it is assumed, to be replaced. There is no refuse can in the "10 day house," consequently papers and refuse are still thrown on the floor. A large refuse can will greatly aid cleanliness in this part of the institution.

Another improvement has been the discontinuance of the employment of women in the laundry. As pointed out in previous reports, convicted men working in the kitchen and other parts of the cellar, and the convicted women working in the laundry, also in the cellar, were not effectually separated. The substitution of male for female workers in the laundry solves the difficulty.

THIRD DISTRICT PEN

This pen is under the general supervision of the Warden, Mr. Peter Mallon.

RECOMMENDATION

1. It should be definitely ascertained how long the present quarters will have to be occupied by the Third District Court and Pen; and if this period is to exceed two years, an entirely new pen should be constructed in accordance with modern standards.

GENERAL REPORT

Since the last inspection the walls in the male pen that separate it from a public toilet, accessible from the general staircase and hall, have been lined with sheet-iron so as to prevent a repetition of a previous attempt to escape through these thin partitions. It was suggested by the keeper in charge that one more wall of that kind be so lined, to prevent escape through a door in that wall, the lock of which might be picked at any time.

Strong wire screens have been attached to the two windows in the male pen, one in the pen proper, and one in the toilet, also for the purpose partly of safety from escape, and partly to prevent the passing of contraband material in and out. The screen, however, has been placed inside, so that it will be impossible to open or close the windows. It is intended to remove the screen to the outside of the windows. The washbasin in the pen was leaking; otherwise there has been practically no change. The cleanliness of the latter was satisfactory, but the use of the pen for the purpose of temporary detention is, as has been previously commented, entirely un-modern and unsatisfactory.

The chances for the early construction of a new district prison and court to take the place of this one, are now very remote and the possibility of having the court and pen remain at the present location for an indefinite period must be reckoned with.

The linoleum on the floors of the pens is worn and should be replaced. The condition of cleanliness is often very poor. The janitorial service evidently does not come up to desired standards. During the summer the door leading to the male pen was broken through, but nobody escaped. The door has since been reinforced, covered with sheet iron and bolted.

FOURTH DISTRICT PRISON—MANHATTAN

John J. Lynch, Keeper in charge.

RECOMMENDATIONS

1. Steam heat should be introduced instead of the coal stoves now in use. Connections for the supply of steam could be made with the furnace supplying the Court House. If that furnace, as it is stated, is too small, a larger one should be installed. That the Borough President's department is not expected to contribute from its appropriations, to the service of the Department of Correction, is no valid excuse for continuing a system which is both expensive to the city and unsatisfactory for the institution.
2. Fly screens should be attached to the kitchen windows before the summer season. If necessary, an electric fan should be supplied for the kitchen, the ventilation of which is very poor.
3. Sheets and pillow-cases should be supplied to all prisoners held for more than one night.
4. Toilet paper should be supplied to all prisoners.

GENERAL REPORT

Census at 7 A. M. on the day of inspection was 54 males. Of these, the following were transferred during the day:

- 14 men to the Workhouse.
- 1 man to the City Reformatory.
- 4 men to the City Prison.

There were admitted before 4 P. M., 30 men and 2 women; of these, two women and two men were transferred, 10 were discharged on payment of fine, 3 on expiration of their term, leaving a total at 4 o'clock of 48 men, including 8 "help."

The above figures are given principally to show the amount of business done at this very small prison; more indeed, in numbers of admissions and discharges, than in any other institution in the City (not counting those held there for short periods en route from prisons uptown to the City prison). The conditions in general were found as usual clean and orderly. The accommodations are almost incredibly below the requirements for the care of the immense number of persons dealt with.

The repair and overhauling of the water pipes for obtaining better water pressure has been completed and is very satisfactory. All the cells and the hall have been given a new light coat of paint. The back and side yard were clean and free of rubbish.

The condition of the food and its storage is good. The administration of the prison is very satisfactory.

FIFTH DISTRICT PRISON, HARLEM

RECOMMENDATIONS

1. Additional cots should be supplied for each cell, so as to abolish the present very objectionable form of "doubling-up," by which two persons must sleep on the same cot.
2. Toilet bowls of vitreous material should be substituted for the present enameled iron bowls.
3. The new boards for the "10 day house" should be placed singly so as to make their cleaning easier.
4. The elimination of the vermin, so successfully accomplished in the Second District prison, and in which such good headway has been made at this prison, should be followed out with the same energy recently shown. There are still parts under the sink, in one of the closets of the kitchen, and at the water pipes in the female department, that need attention.
5. The plaster in the "10 day house" needs repair, and the whole room should be given a new coat of paint.
6. Toilet paper should be supplied to all prisoners in the male as well as the female department.
7. Further attempts should be made to have the wall of the Cowperthwait Furniture Co., facing the side of the prison, painted white.
8. A citizen chef should be employed.
9. Large refuse cans should be supplied in the "10 day house."
10. Small refuse cans should be supplied for each cell.
11. The general system of giving every newly admitted prisoner clean sheets and pillow-cases should be strictly enforced in the female as well as in the male department, in addition to the weekly change.

PROGRESS MADE

1. On the whole, the cleanliness of the institution and its freedom from vermin of both kinds were found vastly superior to conditions on the previous inspections.
2. New boards have been placed in the "10 day house" to replace the old worn-out ones. Units of three boards have been nailed together, which makes the cleaning somewhat more difficult. It is suggested that they be separated so that single boards may be removed as before.
3. The condition of the beds in respect to cleanliness and vermin has been very much improved.

4. The elimination of the roach pest has progressed very satisfactorily, though not with quite as much success as at the Second District prison.

5. The female "help" employed in the laundry has been replaced by male "help," thus removing the dangers from their commingling.

6. For the better safety of the prison, a fireproof storage for paints was constructed in the place provided for the loading and unloading of prisoners from vans.

7. Toilet paper has been supplied to the prisoners in the female department of the prison. This is the first instance of it found in any of the district or city prisons in Manhattan or Brooklyn.

8. Additional cots have been obtained and are to be installed in the cells, in order to discontinue the disgraceful method of doubling-up hitherto practiced.

GENERAL REPORT

Census on one of the days of inspection was 39 men, 7 women of whom 14 men and 3 women were "help."

SIXTH DISTRICT PEN

161st Street near Third Avenue.

The keeper in charge is A. Camp.

RECOMMENDATIONS

The following recommendations have been repeatedly urged:

1. Instead of the present pen system, small single compartments should be provided, if possible in an upper part of the building.

2. Until such time, a complete coat of white paint should be applied to the walls and ceiling.

3. The plumbing trap should be repaired.

4. Electric lights should be installed.

5. Mosquito netting on hinges should be attached to the windows, to prevent the throwing in of "dope," and to keep out part of the immense amount of dirt and dust that is blown in by the wind.

6. Prisoners not to be taken handcuffed through the streets.

GENERAL REPORT

The only improvement in the physical conditions of this pen during the year has been the installation of electric lights.

The pen is no longer cleaned by a prisoner, but is left to the janitorial services of the building; the change has not been beneficial. An abundance of dirt and litter was to be found at all times. Some structural changes have been undertaken so as to make access to the court and complaint room more convenient. Only such prisoners as are fined or sentenced to the Workhouse are handled by the officer of the Department of Correction located at this pen. All prisoners held for examination or trial are in charge of the sheriff of Bronx County, and are transferred to the Bronx County jail at 177th Street.

SEVENTH DISTRICT PRISON, NEW YORK CITY

INSPECTED JULY 11, 1916

RECOMMENDATIONS

1. It appears that House of Detention prisoners are entitled to and have been granted a standard of feeding far superior to that of the other prisoners in the department. That they were not receiving all that they were entitled to was admitted by the Warden, who stated that he did not receive the provisions regularly. The proper machinery should be provided for supplying the provisions needed for this purpose regularly.

2. It appears also that the preparation of the food is faulty. There are only inmate cooks used at this as at other district prisons. The employment of citizen cooks has been repeatedly recommended. It is again urged especially for this prison, as long as witnesses are also detained.

3. The general condition of cleanliness, especially in the kitchen, should be improved. In the cells and corridors the cleanliness was very much more satisfactory.

4. Arrangements should be made with the office of the President of the Borough of Manhattan for the supply of hot water throughout the year. If such arrangements cannot be made a water heating plant should be installed in the prison.

5. The keeper in charge should exercise careful supervision over the prices and conditions of the sale of food by outside restaurant keepers.

6. Some method should be devised for giving outdoor exercise to all prisoners or witnesses detained for more than one week.

PROGRESS MADE

r. New quarters are being prepared for the housing of witnesses in the top story of the building, at 49 Lafayette street, owned by the City of New York. Those quarters will, however, hardly be available before the end of the present year.

GENERAL REPORT

Census: Male 41, divided as follows:

Witnesses from House of Detention.....	17
Witnesses from Sing Sing.....	7
"Help".....	13
Awaiting examination.....	3
Sentenced to two days.....	1
Total.....	41

There were 6 women temporarily detained in the court pen.

A considerable administrative problem has developed in this prison since the transfer of inmates formerly detained in the House of Detention for witnesses to this institution, subsequent to a legislative enactment in 1916 transferring the custody of such witnesses from the Police Department to the Department of Correction. Such transfer was advocated by the Prison Association and the law drawn by the office of Commissioner of Accounts of the City of New York. The reason for the advocacy of such transfer by the Prison Association was, first, that the House of Detention was by arrangement unfit, and in respect to sanitary conditions, especially of light and ventilation, undesirable. Moreover, the per capita expense at the House of Detention was excessive and there appeared to be no sufficient reason for the continuance of a separate custodial unit for the detention of such witnesses.

In addition to the above and the normal population of this prison, there are also being held seven State prisoners transferred from Sing Sing held as witnesses by the District Attorney.

At this, as at the other district prisons, no outdoor exercise is given to any of the inmates. Usually this does not constitute serious hardship, as prisoners are detained in district prisons for short periods only; but for witnesses detained for a longer period such as those transferred from the House of Detention or from Sing Sing, the lack of opportunity for outdoor exercise must be considered serious. No complaints were, however, offered on this point.

The Sing Sing men complained of the excessive prices charged by the outside caterer and gave, as a particular instance, a charge of 80 cents for steak or chops. This matter was brought to the attention of the authorities, who promised to look into it. Apparently it had not been brought to their attention previous to this inspection. In other respects the Sing Sing men seemed satisfied with the treatment.

The group of material witnesses formerly kept in the House of Detention occupied the upper section of the jail previously used by women. They are entirely separate from the rest of the prison. Their cells were not as clean as those of the Sing Sing men and had more vermin. The Sing Sing men kept their own cells clean, whereas this group of witnesses required the prison "help" to do it for them. They complained also of the lack of variety in the food, especially in reference to breakfast which, they said, consisted of oatmeal and milk every morning. They stated further that there was not enough fresh vegetables. They received more and better food, however, than the other prisoners in the building; so, for example, they are allowed butter, ketchup, sugar, eggs and often steaks and chops. On the day of inspection there was corned beef and cabbage and pea soup, all of excellent quality and sufficient in quantity.

There is no hot water for any of the prisoners during the summer. The hot water supply is obtained from the court building on 54th Street. During the summer, when the boilers are not operated, there is no hot water. This is a very serious condition and can be remedied only by the cooperation of the Department of Correction and the Borough President of Manhattan.

The House of Detention men eat their meals at rough tables in the basement. While this is better than their cells, it is in no sense satisfactory. It was stated by many of the men that because of the inferiority of food served at this prison in comparison with what they have been accustomed to in the House of Detention, they spend a considerable amount of money for extra food from the outside. They maintain that, not being prisoners but merely witnesses, they ought to receive food fully as good as they would get on the outside in restaurants of their own choice. The food actually served is certainly not of such caliber, although it is much better than the usual prison bill of fare. Complaints were also made about the difficulty of their obtaining personal property such as clothing and allowances from moneys due to them as witness fees, paid in partial installments at request through the comptrollers' office.

The general condition of the prison has improved since last inspection, but in many respects is still poor. At the time of inspection, a number of electric bulbs were missing on the stairway and in the kitchen, and as the gas fixtures had been removed, especially the kitchen was very dark. New concrete floors had been laid throughout the basement; the surface however was unsatisfactory. The old shower compartments in the basement have been removed. A good deal of painting has been done. Practically all of the cells and cell walls have been newly painted, and the painting of the basement has been begun. There was a puddle of stagnant water at the toilet in the basement. The icebox was not in good condition, and roaches were found in the kitchen. The cleanliness of the kitchen windows was not satisfactory. The several grocery bins formerly kept on the first floor have been removed to the basement. The tables set up in the basement and used by the House of Detention men for taking meals are rough and inadequate but were said to be temporary only.

It was stated that new coats had been ordered for overcoming the method of doubling-up in the cells by requiring both prisoners to sleep on the same cot or one of them to sleep on the stone floor, a method that has been repeatedly criticised by the Prison Association. It is to be hoped that this most important change will soon be accomplished.

EIGHTH DISTRICT PEN

Keeper in charge, J. B. Donovan.

RECOMMENDATIONS

1. The present location of the pens on the first floor of the building is from the standpoint of light, ventilation and arrangement, entirely unsatisfactory. The pens should be reconstructed on a wholly new plan.
2. The conditions of cleanliness, particularly of the walls, are disgraceful and should be immediately remedied.
3. The improvements suggested should not be postponed indefinitely. The pens are a disgrace to the city.

GENERAL REPORT

There are three pens for the detention of prisoners at this district prison, serving both for the Magistrate's Court and the Court of

Domestic Relations; of these, two are in charge of the Department of Correction, and one in charge of the Court.

Shortly after the opening of this court, some two years ago, an inspection was made of the pens, which were then described as thoroughly unsatisfactory. The pens have now been used for about two years, and not only has there been no attempt at improving conditions, but indeed, they have been allowed to deteriorate, so that the present pen presents a most disgraceful condition. The walls have never been painted, but are covered with obscene inscriptions and smudged all over. Of all places of detention, in the inspector's experience, he has not found one to compare in filth with this one, with respect to the condition of the walls. The floors were also dirty, the bars dusty, the corners full of accumulations of dirt of long standing. There is no ventilating duct provided for the toilets, of which there are two, one for the male and one for the female pen. The pen was pervaded by a disagreeable toilet odor. The three pens, two under the Department of Correction, and one in charge of the court officer, are divided by solid steel partitions, so that any through ventilation is prevented.

There are from five to sixteen prisoners admitted here daily. At the close of the court session they are transferred, if held for further examination, to the Bronx County Jail; if convicted to serve in a city institution, to the Harlem Prison of the Department of Correction. The sheriff's van is used for transportation purposes.

TWELFTH DISTRICT PEN

INSPECTED APRIL 5, 1916

The twelfth District Magistrates' Court was opened November 1, 1915, at No. 1130 St. Nicholas Avenue. The building is leased by the city for a term of five years. Floor accommodations are supplied for court, justices' chamber, district attorney's office, complaint room, finger print room, etc. The temporary pens for detention of prisoners, before and after arraignment before court, are situated on the ground floor. There is a separate entrance leading to the pens. They are contained in a very spacious, airy room, some fifteen feet high, which occupies almost all of the floor. Three pens are partitioned off with steel partition up to some three or four feet of the ceiling. The space near the ceiling consists of wide-meshed wire screen, which allows good circulation of air. One of the pens is reserved for women. Of the other two, one is used by court