

# PRISON REFORM IN 1914

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THE SEVENTIETH ANNUAL REPORT

OF THE

PRISON ASSOCIATION OF NEW YORK

1914

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PART ONE

THE PRISON ASSOCIATION IN 1914

PART TWO

INSPECTIONS OF CORRECTIONAL INSTITUTIONS

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ALBANY

J. B. LYON COMPANY, PRINTERS

1915

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When the released prisoner returns  
shall he meet

THIS

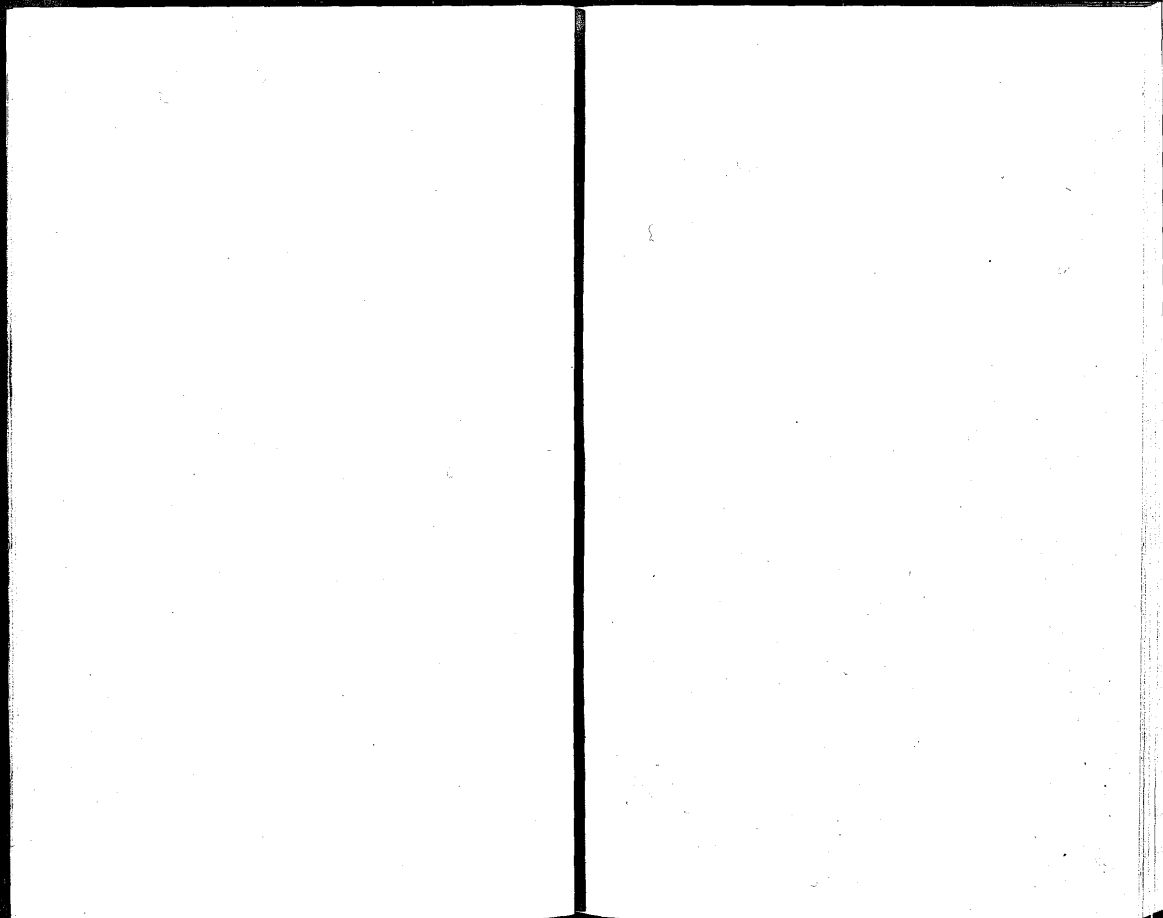


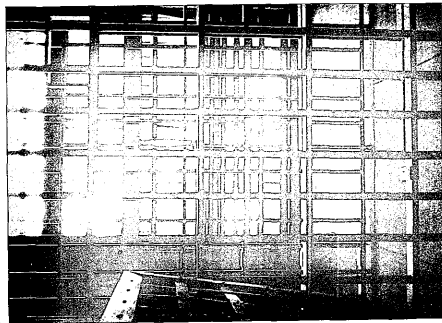
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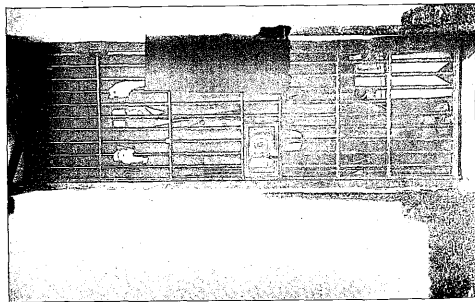


?





with weeks or months of a view like this?



How much longer shall we send men to idleness in

## PREFACE.

**E**ACH year the Prison Association in its annual report aims to present some special feature making for prison progress. This year the report lays special emphasis upon the necessary development of the labor of county prisoners, as studied and recommended by inspectors on the staff of the Prison Association. The possibilities of road work and farm work for county prisoners have been studied in many counties. The inspections, found in Part II of the Report, are given in considerable detail.

While many of the recommendations made by our inspectors to the executives of correctional institutions have been carried out during the last year, it should not be overlooked that the State Commission of Prisons also inspects all correctional institutions and makes recommendations, and that undoubtedly many important changes have occurred either from such recommendations or as a result of the recommendations of both organizations.

## THE PURPOSES

OF

### THE PRISON ASSOCIATION OF NEW YORK

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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 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.

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## THE PRISON ASSOCIATION OF NEW YORK.

## OFFICERS FOR 1915.

## PRESIDENT.

EUGENE SMITH.

## RECORDING SECRETARY.

DECATUR M. SAWYER.

## TREASURER.

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

## GENERAL SECRETARY.

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## VICE-PRESIDENTS.

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FELIX ADLER,  
ROBERT W. DE FOREST,

EUGENE A. PHILBIN,  
JACOB H. SCHIFF,  
THOMAS MOTT OSBORNE.

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B. OGDEN CHISOLM,  
J. FENIMORE COOPER,  
AUSTIN FLINT, M. D.,  
CORNELIUS B. GOLD,  
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HENRY G. GRAY,  
HENRY E. GREGORY,  
ALEXANDER M. HADDEN,  
EDWIN O. HOLTER,

RICHARD M. HURD,  
JOHN W. HUTCHINSON,  
GEORGE W. KIRCHWEY,  
EDWARD B. MERRILL,  
FRANK D. PAVEY,  
DEAN SAGE,  
GEORGE G. SHELTON, M. D.,  
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EVERT JANSEN WENDELL,  
MORNAY WILLIAMS,  
JAMES WOOD.

E. TROWBRIDGE HALL.

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PAROLE AND PROBATION.

Messrs. WILLIAMS, KIRCHWEY, GREGORY AND HOLTER

---

LAW COMMITTEE No. 2  
NEW LEGISLATION.

Messrs. SAGE, PAVEY, SPERANZA AND GRAY

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COMMITTEE ON PRISON DISCIPLINE.

Messrs. HURD, SAWYER, WOOD AND AUCHINCLOSS

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COMMITTEE ON DISCHARGED CONVICTS.

Messrs. HADDEN, HUTCHINSON AND HOLTER

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COMMITTEE ON DETENTIONS.

Messrs. CHISOLM AND WENDELL

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COMMITTEE ON FINANCE.

Messrs. WARD, CHISOLM, HADDEN AND HURD

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HOUSE COMMITTEE.

Messrs. GREGORY AND WARD

---

LIBRARY COMMITTEE.

Messrs. GREGORY, GRAY AND WILLIAMS

THE PRISON ASSOCIATION'S STAFF FOR 1915.

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ADMINISTRATION.

O. F. LEWIS, General Secretary.  
D. E. KIMBALL, General Agent.  
PHILIP KLEIN, Assistant Secretary.  
E. R. CASS, Assistant Secretary.  
Miss F. S. AUCHAMPAUGH, Private Secretary.  
R. S. MORISON, Cashier.  
C. O. WHITE, Stenographer.  
Miss JULIA MALSHHEIMER, Clerk.  
Miss BEATRICE STECKER, Clerk.  
Miss BESSIE RATNER, Clerk.  
Miss EMMA DEBARRAS, Clerk.  
Miss ALICE SCHMIDT, Messenger.

---

PAROLE AND RELIEF BUREAU.

AUGUST L. BOHN, Parole Agent.  
JOSEPH FOLEY, Assistant Parole Agent.  
Mrs. H. B. RODGERS, Relief Agent.  
Mrs. W. H. BROWN, Stenographer.

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PROBATION BUREAU.

D. E. KIMBALL, Chief Probation Officer.  
Miss MINERVA ROSENTHAL, Stenographer.

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MEDICAL BUREAU.

Dr. GEORGE M. PARKER, Psychiatrist.



STATE OF NEW YORK

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No. 68

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IN SENATE

APRIL 19, 1913

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SEVENTIETH ANNUAL REPORT

OF THE

PRISON ASSOCIATION OF NEW YORK

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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 seventieth 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.*

## CHAPTER I.

### THE WORK OF THE PRISON ASSOCIATION.

#### INTRODUCTORY.

**T**HE Prison Association of New York, with the publication of this report, marks the seventieth year of an unbroken existence. Few charitable organizations in the United States have a longer record. No organization in the world, of the nature of the Prison Association, has played a more significant part in prison reform.

In 1844 a number of residents of New York City, deeply concerned at the gross inadequacies of the prison system of the State and of the City, organized themselves as the Prison Association of New York. In 1846, the Association was incorporated and received a charter, giving to the society a wide field of activity, and in the matter of inspection and supervision of all the prisons of the State a far-reaching authority not only to inspect the institutions, but also to conduct investigations when necessary; to require the production of necessary papers and other documents, to subpoena witnesses and take testimony under oath. The Society has also from the first concerned itself especially with "the amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses."

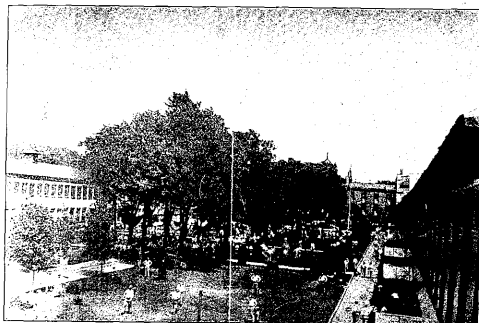
The Association has also continuously fought against the corruption produced by partisan politics in State and city correctional institutions. It was instrumental in the establishment of Elmira Reformatory. Throughout the late sixties and early seventies, under the leadership of Dr. Enoch C. Wines, the Association collected and published comprehensive statistics and documents relating to prison conditions throughout the world. Doctor Wines, while Corresponding Secretary of the Prison Association, organized the National Prison Association, now the American Prison Association. The initiative for the organization of the International Prison Congress, which has been the most representative gathering in the world for prison reform, came directly from Doctor Wines, and indirectly from the New York Prison Association.

In later years, the foundation of the Berkshire Industrial Farm can be largely attributed to this Association. The first probation law of the State was written by Dr. Samuel J. Barrows, Corresponding Secretary of the Prison Association during the first decade of the twentieth century. In the latest years the Association has played a part in the development of educational propaganda, through the establishment of *The Delinquent*, a monthly magazine devoted to prison reform and published by the General Secretary of the Association. The Society has been the champion of Great Meadow prison methods of outdoor employment and the development of the honor system. During recent months it was largely through the campaign conducted by the Association that Mr. Thomas Mott Osborne and Mr. Charles H. Johnson have been appointed respectively warden and deputy warden at Sing Sing prison.

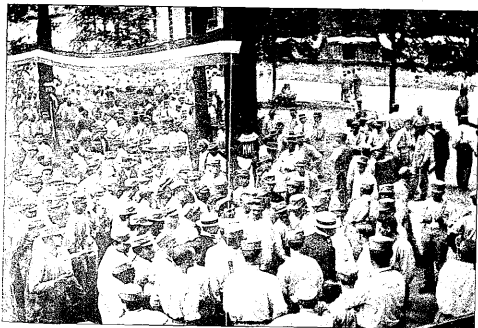
The work through the years and the decades, however, has in general been less conspicuous for the pinnacles of success attained than for the broad and more inconspicuous progress of prison reform developed and furthered by this society. Its policy has been that of quiet cooperation, when possible, with the many public bodies controlling or supervising the correctional institutions of the State and city. While only too often the forces of indifference or of downright partisan politics have been too powerful to overcome, even after long campaigns, it is nevertheless true that few movements in the State of New York in prison reform have reached their goal without the active participation and frequently the powerful leadership of the Association.

Yet for all the activity of the society, the so-called field of prison reform in this State is far broader and deeper than the Association has yet found itself able to compass. Year by year, as the finances of the society allow, additional activities are undertaken. During the last two years, for instance, two assistant secretaries and a prison visitor have been added to the staff, the secretaries mainly for the purpose of inspecting correctional institutions, the prison visitor for the distinct field of visitation, counsel, relief and the securing of employment for persons in prison or recently released.

To-day, the Association's work is conducted by the Executive Committee, and by a number of separate bureaus which, outlined below, and described in detail will show the ramifications of our present activities.



Auburn Prison. The Yard, July 4, 1914.



Auburn Prison. The Fourth of July Holiday.

1. *Administrative.*—The control of the Association is vested in a board of managers called the Executive Committee, numbering not over thirty-five persons. The Executive Committee elects annually a president, five vice-presidents, a secretary, and a treasurer, all of whom are unpaid, and a salaried general secretary, who is the executive officer of the society.

The objects of the Association are defined by article first of the constitution as follows:

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.

Through the years, the experience of the Association has interpreted the objects named in its charter to include the following purposes:

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 assistance for discharged prisoners.
7. Necessary aid for prisoners' families.
8. Supervision for those on probation and parole.
9. Needed legislation.

The Executive Committee, which is the board of managers, not only determines at its monthly meetings the policies of the Association, but also through its standing committees and special committees gives frequent individual and committee service throughout the year. The law committees are especially active during the legislative session. All bills relating to legislation within the field of the Prison Association are analyzed and, when necessary, supported or opposed. Legislation is also initiated through the Executive Committee. Other committees conduct their work mainly through the con-

tinued activity of individual members. Special committees for inspection, investigation or other purposes are appointed from time to time.

With increasing frequency members of the executive committee are conducting inspections of correctional institutions. The most significant inspection tour by members of the board of managers in recent years took place in June and July, 1914, when as the guests of Mr. Richard M. Hurd, himself a member of the executive committee, several other members made an automobile tour of inspection of over a score of institutions, covering altogether a territory of more than 2,000 miles. The executive committee is also ably represented upon the State Commission on Prison Reform through Thomas Mott Osborne, and George W. Kirchwey. Many members of the executive committee also occupy positions as members of boards of managers of other institutions, among them the House of Refuge, New York Juvenile Asylum, Berkshire Industrial Farm and the New York State Reformatory for Women. Mr. Osborne, a vice-president of the Prison Association, has recently become warden of Sing Sing prison. Several members of the executive committee (George W. Kirchwey, Richard M. Hurd, and O. F. Lewis) are also members of the Joint Committee on Prison Reform, and Mr. Osborne and Mr. Kirchwey are members of the governing body of the National Committee on Prison Labor. Mr. Decatur M. Sawyer is president of the Board of Managers of the State Reformatory of New Jersey.

The chief of the administrative bureau is the General Secretary of the Association, who also exercises direct supervision and control, under the Executive Committee, of all the activities of the society. An important function of the General Secretary is becoming rapidly that of adviser, because the Association is consulted daily upon the most widely different problems in the field of prison reform. Demands of this nature upon the Association are largely increased by the absence of any central national organization that might cover with expert activity and experience the broad field of delinquency. Primarily, through the General Secretary, the Association aims to keep abreast of important constructive movements in the State of New York and to cooperate in movements in which the Association does not itself take the lead. Among the special activities of the General Secretary during 1914, have

been: Cooperation in the development of a comprehensive constructive program for the Department of Correction of the City of New York; the campaign for a more humane and modern construction, with outside cells, in the case of the new Erie county jail, to be built at Buffalo; the development of methods of inspection and supervision of our correctional institutions; the appointment at Sing Sing of a non-political social worker, experienced in prison reform, as warden, Mr. Thomas Mott Osborne; the publication of *The Delinquent* and of the annual report of the Prison Association (1913-1914) a volume of 516 pages; cooperation with the Joint Committee on Prison Reform in a series of conferences in New York in March 1914 and others to be held in the winter of 1914-1915; During the early months of 1914 the General Secretary also conducted an extensive campaign for the abolition of Sing Sing and the establishment of a farm industrial prison elsewhere in the State, to replace the ancient prison.

2. *Inspection.*—The inspection bureau concerns itself primarily with the inspection and supervision by representatives of the Prison Association of all correctional institutions in the State. This function is required by Section 6 of Article 11 of the Constitution of the Association which states that "the executive committee of the Association, by such committees as they shall from time to time appoint, 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."

These important powers are conferred upon the General Secretary and two assistant secretaries of the Association, as well as upon each member of the Executive Committee of the Association.

Inspections have been made particularly of county jails and of the institutions of the Department of Correction of New York City. The reports of such inspections have been forwarded to the authorities in the respective counties in control of the correctional institutions, and to the chief executive officers of the institutions, and more recently have been also given out to the newspapers. The field is sufficiently broad to keep the inspectors of the society constantly active, and

indeed several additional inspectors are almost indispensable in this bureau.

3. *Parole*.—For many years the Prison Association has served as parole agent for State institutions. Prisoners released upon parole from Elmira and Napanoch Reformatories were under the supervision of the Prison Association until 1912, when the Board of Reformatory Managers took over several of the staff of the Prison Association, constituting them parole officers under the direction of the Board of Reformatory Managers.

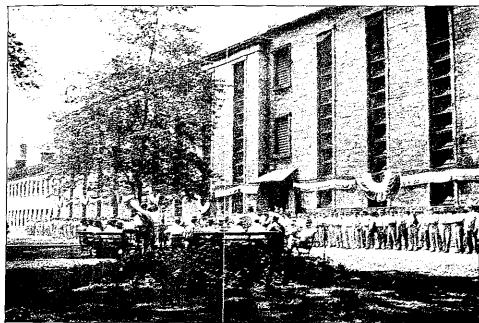
The Board of Reformatory Managers continues to have its parole officers for New York City in the Prison Association building.

The Prison Association receives inmates on parole from the four State prisons of the State, and also occasionally from prisons outside the State. For this purpose the Prison Association is able to maintain so far only one officer. The work is highly important and, when finances admit, the staff will be increased.

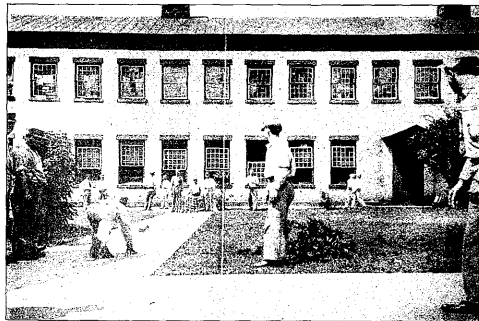
4. *Probation*.—Similarly, the Association maintains a probation officer of long experience in the Court of General Sessions. Probation differs from parole, in that while parole represents a period subsequent to imprisonment and during which the paroled inmate is on his honor to conduct himself properly and not to violate the terms of his parole, probation is a period of test, during which a suspended sentence has been imposed by the Court, and the convicted person is permitted to escape a term of imprisonment so long as he conducts himself properly and fulfills the terms of his probation, his discharge from probation occurring after a suitable period at the discretion of the court.

Both probation and parole in this State have developed greatly in recent years. In connection with both the probation and parole bureaus, necessary stenographic and clerical help is afforded the officers.

5. *Relief Bureau*.—This bureau gives assistance and counsel not only to persons released from prison who need food, lodging, clothes, employment and often tools and other material aid, but also when necessary, to the families of those who, recently released from prison, have not yet secured a foothold. Our relief agent, a woman, gives her entire attention to the assistance of families of prisoners and also to women released



Auburn Prison. The Band, July 4, 1914.



Auburn Prison. Inmates Bowling, July 4, 1915.

from prison. Both the parole agent of the Association and the prison visitor administer relief in the cases of men released from prison. Several voluntary committees also assist in the decision as to the best methods of assistance.

6. *The Appeal Bureau.*—The budget of the Prison Association increases from year to year. In order systematically to raise necessary funds for the Association's activities, and particularly because the Association is entirely dependent upon voluntary contributions and receives no State or city financial aid, an appeal bureau is maintained. This bureau has direct charge of all written and printed appeals, and cooperates with the treasurer, cashier and book-keeper.

The activities of the Prison Association will now be described in greater detail. Chapter II will treat especially of the relief work of the Association; Chapter III will outline phases of prison progress in this State in which the Association has played an important part.

## CHAPTER II.

## THE RELIEF WORK OF THE ASSOCIATION.

## PAROLE.

For many years inmates released from prisons and reformatories in this State have been paroled in the custody of the Prison Association. This means that inmates have been released from prison before the expiration of their maximum sentence, with the provision that for a certain period, generally from six months to a year, they shall enjoy conditional liberation, during which time they must adhere to the rules and regulations laid down by the prison authorities or a board of parole, in return for the liberty accorded them. Parole officers of the Prison Association have supervised them during their parole period. Such inmates have been required to report regularly to the parole officer, at least once a month, and they have been prohibited from frequenting improper places or from associating with improper persons. At the end of their parole period, they have been granted absolute release if the period has been satisfactorily passed.

In short, parole is similar in many ways to the earlier ticket-of-leave plan pursued in England. It is a period 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. That is to say, the first offender in felony, whether sent to prison, reformatory or State prison, receives an indeterminate sentence, there being limits within which the prisoner may be released upon parole. In the case of Elmira and Napanoch Reformatories, no minimum is prescribed, and the maximum period of imprisonment is that provided by law in the penal code, as the maximum that might be given for the specific crime committed. In the case of the State prisons, the offender who has not previously committed crime punishable by imprisonment in a State prison receives a minimum and a maximum sentence. At

the expiration of his minimum he becomes eligible for parole in case he has conducted himself properly in prison. Within the limits of his minimum and his maximum he may be continued on parole. Second and third offenders (those who have previously been convicted of one or more felonies within the State of New York) are not given indeterminate sentences, but definite sentences, which may be reduced about one third by commutation obtained through good behavior while in prison.

For many years the Prison Association received on parole the great majority of young men who came from Elmira and Napanoch reformatories. In 1912, however, because of a decision of the Attorney-General of the State that private corporations might not by law serve as salaried parole agents of the reformatories, the Board of Reformatory Managers of Elmira and Napanoch Reformatories took over several of the parole officers of the Prison Association into the State service. The location of the Reformatories' offices, however, continues to be in the Prison Association building and there is a most intimate and cordial cooperation between the parole offices of the reformatories and the staff of the Prison Association. The Association moreover renders material relief in worthy cases of need called to its attention by the parole office of the reformatories.

Our parole work for the State prisons has developed very gratifyingly. Numerically the Association has had a considerably larger number on parole from the prisons during 1914 than 1913; our parole methods have become more efficient, and our parole officer for the State prisons, whose services are placed by the Association at the disposition of the Board of Parole for State prisons so far as is necessary, has done excellent work and has been recently designated as special parole officer for Great Meadow prison, thus fulfilling certain official functions while continuing to be the parole agent of the Prison Association.

Our parole work teems with most vital problems, which can be best illustrated by specific cases drawn from among the many which have occurred during the last twelve months.



## PAROLE WORK, OCTOBER 1, 1913, THROUGH SEPTEMBER 30, 1914.

PRISON.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Oct. 1, 1914.
Sing Sing.....	42	46	45	49	49	49	50	48	46	42	43	47	48
Auburn.....	7	7	6	6	4	5	4	4	5	5	5	5	7
Clinton.....	4	8	9	11	15	17	18	21	20	19	23	26	22
Great Meadow....	61	57	58	56	55	55	59	58	58	55	50	54	56
Total.....	114	114	120	118	125	125	132	131	128	121	121	132	133

## MEN IN CHARGE BEGINNING OF EACH MONTH.

## NEW CASES DURING YEAR.

Sing Sing.....	4	6	3	5	2	4	3	2	3	6	4	2	44
Auburn.....	1	0	0	0	1	0	1	1	1	0	0	2	6
Clinton.....	4	1	2	4	2	2	3	1	1	5	3	0	28
Great Meadow....	9	5	5	3	3	4	9	4	5	6	6	3	62
Total.....	18	12	10	12	7	11	15	8	10	17	13	7	140

## ABSOLUTE RELEASES DURING YEAR.

Sing Sing.....	3	2	3	1	1	3	*4	3	7	5	0	1	33
Auburn.....	1	0	1	0	*2	0	1	1	0	0	0	0	6
Clinton.....	0	0	0	0	0	0	1	1	1	1	0	4	7
Great Meadow....	13	3	6	4	*3	0	10	*4	8	11	1	0	63
Total.....	17	5	10	5	6	3	15	9	16	17	1	5	109

## RETURNED TO PRISON DURING YEAR.

Sing Sing.....	1	0	1	0	1	0	1	1	0	0	0	0	5
Auburn.....	0	0	0	0	0	0	0	0	0	0	0	0	0
Clinton.....	0	0	0	0	1	0	1	1	1	0	0	0	3
Great Meadow....	0	1	1	0	0	0	0	0	0	1	1	1	4
Total.....	1	1	2	0	1	1	1	2	1	0	1	1	12

## DELINQUENT DURING YEAR.

Sing Sing.....	4	3	1	1	2	0	4	0	1	0	1	0	17
Auburn.....	0	0	0	0	0	0	0	0	0	0	0	0	0
Clinton.....	1	0	0	0	0	1	1	1	1	0	1	0	6
Great Meadow....	2	3	0	0	0	2	0	0	0	1	1	1	10
Total.....	7	6	1	1	2	3	5	1	2	1	3	1	33

\* Deceased

Speaking first of the parole work of our fiscal year 1913 and 1914, we find that 254 men from State prisons were on parole. Of these:

White.....	140
Colored.....	112
Chinese.....	2

The disposition of these men on parole during the year were as follows:

Discharged by absolute release.....	105 (4 dead)
Still reporting September 30, 1914.....	133
Declared delinquent during the year.....	33

Analyzing now by prisons we find that of the 254 on parole during the year, there were from:

Sing Sing.....	86
Auburn.....	13
Clinton.....	32
Great Meadow.....	123

Comparing now the delinquency from the various institutions on the basis of the total number on parole, the following interesting figures result:

	Total on parole	Delin- quency during year.	Per cent.
Sing Sing.....	86	17	20
Auburn.....	13	0	0
Clinton.....	32	6	19
Great Meadow.....	123	10	8
	254	33	13

The division by color for those paroled during the same year who became delinquent, shows as follows:

	Paroled	Delinquent	Per cent
White.....	81	14	17
Colored.....	59	10	17



Auburn Prison. Watching the Games of the Mutual Welfare League, July 4, 1915.



Auburn Prison. Inmates Marching into Yard, July 4, 1914.

## ADDITIONAL FACTS.

Investigations made.....	1,447
Employment found, permanent.....	24
Employment found, temporary.....	20
Meals.....	3,731- <del>8373.10</del>
Lodgings.....	816- <del>8127.75</del>
	} \$500.85
Garments.....	487
Shoes.....	62 prs.
Persons relieved.....	863
Agent's expenses.....	\$145.71

## Number of different men calling from:

Elmira.....	71
Napanoch.....	8
Sing Sing.....	74
Auburn.....	45
Clinton.....	134
Great Meadow.....	74
Blackwell's Island penitentiary.....	284
Blackwell's Island workhouse.....	104
Criminal courts.....	33
Other prisons.....	69
Total.....	<u>896</u>

Among the very numerous instances of assistance given by our parole officer, Mr. Bohn, we choose the following as typical:

## A. B., paroled from Great Meadow Prison.

At time of his release he was separated from his wife and children, with apparently no hope for reconciliation. He was given permission to go West, where he secured a position with a prominent concern. I wrote him several letters in an effort to again interest him in his family affairs. I also sent for his wife, and had quite a lengthy interview with her. She finally took a trip to the city where her husband was employed, with the result that he was reunited with his family, and is apparently living in very comfortable circumstances. At the present time, he earns a salary of \$2,500 a year.

From the attached letter you will note that my efforts to aid this man have not been entirely in vain.

My Dear Mr. Bohn.

I have changed my location to the above address. I would very much like to hear from you. I expect to be at work about next week some time, please do not worry about me braking my parole. I have too much at stake to do anything like that. I would not do anything like that under any circumstances "rest well" "no danger" if all the graduates were like me you'd had very little trouble with them, however I must thank you again for your kindness not only to me but for all others that are paroled in your care. I witnessed the way you treat them. I believe a Father could not treat his son much better then you do to the poor *unfortunate men* who are paroled in your custody, keep up your good work.

I can assure you if ever God helps me to be a prosperous man I'll certainly will help the Prison association with everything in my power. Hoping this few lines will find you and yours in the best of health and spirits and wishing you success in all your undertaking, I am, as ever,

faithfully yours

(Signed) A. B.

P. S. My best wishes to Warden Homer.

J. K., paroled from Sing Sing. Secured work on Long Island, where he lived with his parents. He secured his absolute discharge after reporting faithfully for a year. The following is a letter received from him:

June 18, 1914

Mr A. L. Bohn,

Dear Sir:

I thought it is my duty to drop you a few line; to let you know, that I thank you very so much, for your kind favorite, Which you have show toward me. While I was on my Parole. And I hope, the rest of the young man. Will come out and face the World like I did. Work and honest is the Best thing in the World. for any man. the old story is this. It aim what I used to be. It what I am today. And I Can said for myself I feel like a difference man today.

I Remain Your truly,

(Signed) J. K.

C. D., paroled from Great Meadow. Immediately started in the theatrical business for himself, the work he had followed previous to his imprisonment. He is now traveling around the country with his own company, with which he is making a success. This man finally received his absolute release, and the following is a letter received from him in reply to my letter informing him of his absolute discharge:

Dear Sir:

October 28, 1914,

I am in receipt of yours of the 26th with the good news of my discharge.

When the papers arrive, will you please forward same to me care of this office?

Permit me further to thank you for the uniform kindness and many favors I have received at your hands during the past year.

Just as soon as there is a lull in the rush I am in the midst of, I will give myself the pleasure and express my feelings to you in person.

Sincerely,

(Signed) C. D.

M. N., paroled from Auburn. This man had a previous criminal record of nine convictions. While on parole to this Association he was faithful in reporting and worked steadily at manual labor. His last position was that of taking the part of a Zulu in a moving picture play.

X. Y., paroled from Sing Sing, and secured position as traveling salesman for a reputable concern. His work took him all over the United States. His record during his parole was good and on receiving his discharge we received the following letter from him. This man has earned as high as \$140 a month:

My dear Friend:

Your letter with enclosure received this noon for which you know I am very thankful. It has been a hard battle but it has been a successful one. According to the condition throughout the U. S. I am very fortunate to be in this position working for. . . . Some day I shall return to N. Y. and start

all over again and be more successful than I was on my last period there. For there is nothing like being on the level. And you are in a position to know that. I am very thankful for all that you have done in my behalf, and I remain,

Your friend  
X. Y.

P. F., paroled from Great Meadow. We secured a position for him as a machinist with a reputable concern, where he remained until he secured his absolute release. He then went to his home in Maine, and is now working on his father's farm. This man's employer stated that he was one of the best workers we have ever sent him, and he corresponds regularly with him.

R. S., paroled from Sing Sing, went to work for a large construction company in Brooklyn. He finally rose to the position of foreman and in that position has put several of our men in good positions. He made good and has now received his absolute discharge. The following is a letter received from him after his discharge from parole:

Yours at hand and I was very glad to hear from you, and I am glad to get my discharge, and I do not know how to thank you for helping me out, and I will always think of you.

(Signed) R. S.

E. F., a negro, paroled from Great Meadow. Went to work as a longshoreman. His one desire was to get an education. He worked steadily and saved money enough to go to "Booker Washington's School." The enclosed letter was received from him shortly before his absolute release:

Mr. Bohm, dear Sir:

Brooklyn, Dec. 20, 1913

I thought I'd drop you a few lines concerning my going away to school. You know I were speaking to you about it when you were over here last. My foot is getting on nicely now, so I should like to be ready to start about the first of the year. Booker Washington's school is where I should like to go in Alabama. . . . Please look out for me; turn me loose as soon as you can. I'm writing to the school for the particulars.

(Signed) E. F.

The Parole Agent has attended ten meetings of the Parole Board at Sing Sing Prison, one at Auburn, one at Clinton and eight at Great Meadow. He has also made frequent visits to the Tombs, Raymond Street Jail, Brooklyn, Blackwell's Island Penitentiary and Blackwell's Island Workhouse.

His mornings are usually taken up in interviewing men who call at the office for assistance, advice or to report. The afternoon is occupied in visiting paroled men, and making investigations. It is his policy to keep in personal contact as much as possible with the men on parole to this Association, and he has visited them at their homes, and when feasible, at their place of business on an average of once a month. These visits cover New York City, Brooklyn, Long Island, Yonkers, Hoboken, and several other parts of New Jersey.

He has secured 24 permanent and 20 temporary positions for paroled men, and has assisted a number of others in helping them secure employment for themselves.

In spite of the belief of the Association that its own work is conscientiously done, we are convinced that in large measure the parole work for the State should be administered by State officials. Severe criticism can justly be directed against the inadequacy of the parole work for the State prisons and for the reformatories for male adults. A few illustrations drawn from parole work, in New York city will suffice. The Board of Reformatory Managers paroled from Elmira and Napanoch Reformatories during the year ending December 31, 1914, 863 inmates in the custody of their parole agents, three in number, located at 135 East 15th Street. There were on parole to the parole office in New York City on December 31, 1913, 805 inmates. In other words, there were under the supervision of three parole officers of the reformatories in 1914, 1668 inmates. For a portion of the year only two parole agents were available. How inadequate this force is, even with their best possible efforts, is shown by the generally accepted standard that there should be one parole officer to every 75 inmates.

Moreover, activities of our own parole agent for State prisons show how intricate and how important is the work of the parole officer. That so numerically inadequate a staff has been continued is not due to the unwillingness of the Board of Reformatory Managers to provide more parole officers, but to their inability to secure a proper appropriation from the State.

In 1910, the then Superintendent of Reformatories, Joseph F. Scott, put the situation graphically before the State when he said that it was absurd for the State to expend approximately \$200 a year for the reformatory training of an inmate at Elmira and Napanoch, and a scant few dollars in the supervision of his parole period, which so frequently is even more crucial than the period of incarceration in its bearing on his future career.

Nor can the Prison Association itself point to a more adequate distribution of inmates in proportion to parole officers. One parole agent, assisted by an office agent, giving part time, has had during 1914 the supervision of 254 inmates released on parole from State prisons. Other charitable agencies also volunteering the services of parole officers, show equally inadequate provision for supervision.

One fact stands out with full emphasis. The State must understand that the parole period is a vitally important part of the life of every released inmate of a prison or reformatory. *The State must spend money upon its released inmates.* The State must provide an adequate corps of parole officers, an adequate period of parole, and must give adequate attention to the return to prison of flagrant violators of parole. There must be no toleration of a condition which enables any released inmate to say that the parole system of the State is a farce.

At present the reformatories of Elmira and Napanoch can count upon the paid services of three parole officers in New York city and one officer in Buffalo. Outside of these large cities, inmates are paroled to chiefs of police and to other persons who accept the trust voluntarily and without compensation. The State prisons parole to organizations and individuals who serve without compensation. Each prison has one parole officer, whose time is mainly occupied in the investigation of offers of employment and in the return of those inmates who violate their parole. Nothing much more inadequate as a comprehensive parole system could be imagined.

And yet there is intense dissatisfaction in the prisons among the inmates because of apparent inequalities of sentence, and particularly because second or third offenders committed to State prison not infrequently receive sentences which, with commutation for good time, result in a briefer period of imprisonment than in the case of many first offenders who, convicted of similar crimes, serve longer terms before arriving at the

expiration of their minimum sentence. There was, therefore, during 1913 a strong movement which took form in a legislative bill providing for an indeterminate sentence for practically all prisoners committed to the State prisons. In 1915 this agitation, which resulted unsuccessfully in 1914, will again find expression in a more rational bill which will probably be agreed to and advocated by the leading prison reform organizations of the State. Inevitably, if this bill becomes a law, a much larger number of prisoners will soon be placed on parole, and a system of supervision at present so seriously inadequate will be absolutely insufficient to bear the increased burden. Consequently, the parole system of the State prisons must be thoroughly reorganized. There must be an adequate corps of parole officers, probably no less than 12 in number, and there must be an adequate clerical staff for the Board of Parole.

The Board of Parole itself, which is constituted at present of the State Superintendent of Prisons and two other members, should undergo at least a partial reorganization. The Superintendent of Prisons receives no additional salary for serving on the parole board. The two other members receive annual salaries of \$3,600. They give but a portion of their time to this work. They visit each of the prisons once a month except in March and August, pass, in relatively few hours, upon the cases coming before them, and pass on to the next prison.

The determination of the advisability of paroling an inmate is one of the most serious duties that any board or court can have presented to it. The board of parole should be a body, the members of which should have no other occupation, and which should be in session to the same degree as are the other higher courts of the State. The salaries of the members of the board or court of parole should be sufficient to enable the State to secure the whole time of high-grade men. No member of the board or court of parole should be connected with the Prison Department, but there should be every opportunity for the representatives of the Prison Department to present cases of inmates eligible for parole, and to make recommendations.

Such a court of parole should be both judicial and administrative, judicial in that the members of the court would have largely to do with the decisions as to the placing of inmates on

parole and as to their return if necessary for violation of parole. Their administrative duties should be largely in the establishment of the principles upon which the parole offices for the State prisons should be conducted. There should be a secretary for the board who should be the executive officer of the board. He should have as his subordinates an adequate corps of parole officers and an adequate clerical staff. The court of parole should provide for the collection of comprehensive facts and statistics relative to each inmate in State prisons, upon which a court may base its decision as to the propriety of parole. The court of parole should also cause to be established a bureau devoted to the collection and filing of criminal statistics, relating to its own work and field. The parole officers under this court should be paid reasonable salaries, ranging from \$1,200 to \$1,800 a year, and should be required to give their full time to their work.

Only by the provision for such a parole court and such a corps of parole officers can the State hope to supervise properly the careers of many hundreds of paroled inmates annually. Furthermore, the entire parole system will not unlikely be brought into discredit and under severe criticism unless the State acts promptly and adequately in providing for release and proper supervision of State prisoners eligible for parole.

#### PROBATION.

The Prison Association continues to do its share of the probation work of the Court of General Sessions in New York county. Mr. D. E. Kimball, our probation agent, is the dean of the probation officers in that court. Unlike the systems obtaining in the Courts of Special Sessions and in the Magistrates Courts of New York city, where the probation officers are appointed from eligible lists furnished by the Municipal Civil Service Commission, the probation officers in the Court of General Sessions are provided by private charitable organizations, and are responsible in the last analysis not to the Court of General Sessions, but to the organization which maintains them.

This system, while possessing certain advantages, has not proved satisfactory. The trend throughout the State of New York is toward the appointment of probation officers from civil service lists and toward the maintenance of such officers at

public expense. Such officers, moreover, should be directly and solely 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. In 1911, the Prison Association presented on page 30 of its annual report a statement which it finds no reason to change, and which is herewith quoted:

"In the Court of General Sessions there is a numerically inadequate corps of probation officers. They have far too many cases, and the cases are distributed unevenly from a numerical standpoint. There is no chief probation officer. The probation officers in the Court of General Sessions are salaried, not by the city, but by private societies, and while there may be cordiality and even friendship between probation officers, there is not the responsibility or the co-ordination of work necessary to make the working out of the probation system wholly successful. The Prison Association, having a probation officer in the Court of General Sessions, is nevertheless an advocate of the plan of the State Probation Commission, providing for a corps of probation officers salaried by the city and a chief probation officer, the force to be adequate, to be experienced, and to be centralized as to method. In the opinion of the Prison Association, neither the judges nor the district attorney's office will receive the best results from a probation system until such a corps of probation officers is established. It is to be hoped that when such a corps is established, the experience and ability of the probation officers now working in the Court of General Sessions will be taken into consideration."

The Association has faithfully tried to perform its duty through Mr. Kimball, its probation officer in the Court of General Sessions. In that court, as in the case of the administration of parole in the city of New York, there are too few probation officers for the number of probationers under supervision. It should be most clearly understood by all friends of prison reform and of the best treatment of the delinquent, that a probation officer is by no means simply an investigator. The probation officer's duty is but begun when he or she has gathered the most essential facts. The real probation officer must be wise and patient, painstaking, stern, sympathetic,

long-suffering, diplomatic and courageous. The efficient probation officer possesses an ability that merits adequate financial compensation. Too often in the past it has been assumed that a probation officer's duty was a perfunctory investigation of relatively simple conditions. Nothing could be further from the truth than this. The judge upon the bench places the probationer under the supervision of a probation officer. Upon the all-round ability of a probation officer may depend in large measure the success or failure in life of a probationer. Upon the breadth and depth of vision of the probation officer depends to a considerable extent the degree of increase or decrease of crime among those committed to him for supervision.

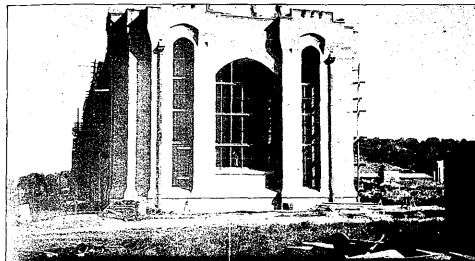
Probation is regarded by the Prison Association as a more important and valuable period in the reformation of offenders than the period of imprisonment. Probation today is conferred upon thousands of delinquents, who before the beginning of the twentieth century, or indeed until a few years ago, would have been sent to prison. If persons released from the necessity of a prison career are to be reformed and are to achieve a proper conception of their own delinquency and their own opportunity, and are not to hold the probation period in contempt as an easy way out of a prison career, then the probation officer must be indeed an efficient, high-grade person.

It is for these and other reasons that the Association believes in an adequate corps of probation officers for the Court of General Sessions, chosen by the most efficient methods possessed by the State, and compensated by salaries which will enable them to occupy a dignified and relatively care-free position in the community.

The probation bureau of the Prison Association under Mr. Kimball does not differ materially in its work from the work of former years. The following tables give in statistical form the record of the year:

STATEMENT OF PROBATION OFFICER FROM OCTOBER 1, 1913,  
TO SEPTEMBER 30, 1914.

	1914	1913
Probationers in charge beginning of October 1913...	126	126
New cases received during the year.....	110	79
Passed from probationary oversight.....	107	104



Great Meadow Prison. End of New Cellhouse.



Great Meadow Prison. Road Work Gang.



## THE RELIEF WORK OF THE ASSOCIATION

41

	1914	1913
Time expired.....	58	
Excused.....	30	
Bench warrants.....	2	
Re-arrested and committed.....	15	
Transferred.....	1	
Removed with permission of Court.....	1	
	<hr/>	
	107	
In charge end of September, 1914.....	129	
Number of investigations during year.....	550	599
Money collected from probationers:		
Restitution.....	\$855 00	\$814 00
Family support.....	192 00	155 00
	<hr/>	<hr/>
Total.....	\$1,047 00	\$969 00
	<hr/>	<hr/>

## THE PRISON ASSOCIATION OF NEW YORK

## PROBATIONERS RECEIVED.

CRIMES.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	July.	Aug.	Sept.	Tot.
<i>Felonisz.</i>													
Grand larceny, first degree.....	1	2	0	0	1	0	0	1	0	0	0	0	5
Att. grand larceny, first degree....	0	0	0	0	0	0	2	0	0	0	0	0	2
Grand larceny, second degree.....	2	1	4	1	1	2	0	0	0	0	1	5	17
Att. grand larceny, second degree....	1	2	0	0	0	1	0	0	0	0	0	0	4
Forgery, second degree.....	1	1	0	0	0	1	2	0	0	0	0	0	5
Att. forgery, second degree.....	0	0	0	0	1	1	1	0	0	0	0	0	3
Burglary, third degree.....	0	1	0	0	0	1	1	1	0	0	0	2	6
Att. burglary, third degree.....	0	0	1	0	1	1	0	0	1	0	0	0	5
Assault, second degree.....	1	0	0	0	0	0	0	0	1	0	0	0	3
Abandonment.....	0	0	0	0	1	1	0	0	0	0	1	0	3
Abduction.....	0	0	0	0	1	0	0	0	0	0	1	0	3
Section 1897, Penal Law.....	2	0	2	0	1	0	2	0	0	0	0	0	6

## THE RELIEF WORK OF THE ASSOCIATION

## PROBATIONERS RECEIVED.

CRIMES.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	July.	Aug.	Sept.	Tot.
<i>Misdemeanors</i>													
Petit larceny.....	1	2	2	1	0	2	9	6	4	1	1	2	31
Assault, third degree.....	0	0	0	0	0	0	1	1	0	1	0	0	3
Injury to property.....	1	0	0	0	0	1	0	0	1	0	0	0	3
Section 1897, Penal Law.....	0	0	0	0	0	1	0	0	1	1	0	0	3
Unlawful entry.....	0	0	0	0	0	0	6	1	1	0	0	0	8
Receiving stolen property.....	0	0	0	0	0	2	0	1	0	0	0	0	3
Attempted extortion.....	0	0	0	0	0	0	1	0	0	0	0	0	1
Total.....	10	9	8	2	7	13	27	11	7	4	3	9	110

## THE PRISON ASSOCIATION OF NEW YORK

CRIMES.	RECEIVED ON PROBATION EACH MONTH (EACH JUDGE).												
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	July.	Aug.	Sept.	Tot.
Crain.....	1	6	1	0	1	0	3	0	0	2	0	0	14
Foster.....	2	0	0	0	0	0	0	0	0	0	0	0	2
Mulqueen.....	3	2	0	0	0	13	8	3	1	0	0	0	30
Nott.....	0	0	0	2	1	1	1	0	0	3	2	1	10
Rosalsky.....	0	1	0	0	0	3	4	0	3	0	0	0	11
Swann.....	1	0	7	0	1	0	0	1	0	1	0	0	11
Wadhams.....	0	0	0	0	4	9	6	2	1	0	0	7	29
Gavegan.....	2	0	0	0	0	0	0	0	0	0	0	0	2
Maloney.....	1	0	0	0	0	0	0	0	0	0	0	0	1
Total.....	10	9	8	2	7	13	27	11	7	4	3	9	110

## THE RELIEF WORK OF THE ASSOCIATION

CRIMES.	CRIMES OF CASES INVESTIGATED (OCTOBER 1, 1913-OCTOBER 1, 1914).												
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	July.	Aug.	Sept.	Tot.
<i>Felonies.</i>													
Grand larceny.....	16	13	12	5	6	13	14	9	12	6	12	8	126
Forgery.....	5	3	3	1	1	3	5	2	3	3	3	2	34
Burglary.....	7	8	7	2	7	5	10	6	10	6	8	4	82
Robbery.....	0	0	0	0	1	0	2	1	2	2	0	0	8
Assault.....	4	2	6	1	0	3	3	3	7	1	3	0	43
Section 1897, Penal Law.....	5	6	22	3	3	11	6	4	4	5	4	2	75
Other felonies.....	2	5	3	3	5	9	5	4	5	5	2	2	48
<i>Misdemeanors.</i>													
Petit larceny.....	4	10	8	4	4	10	16	10	10	4	6	5	91
Assault, third degree.....	0	1	0	0	0	2	1	4	2	0	0	0	10
Other misdemeanors.....	2	4	5	1	1	1	13	5	7	3	0	1	33
Totals.....	45	52	66	20	28	55	76	45	64	37	38	24	550

## THE PRISON ASSOCIATION OF NEW YORK

## DISPOSITION OF CASES INVESTIGATED.

CRIMES.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	July.	Aug.	Sept.	Tot.
State prison.....	14	10	16	7	5	12	13	8	14	9	4	2	114
Elmira reformatory.....	8	7	7	2	5	4	5	6	13	6	11	2	76
Bedford reformatory.....	0	0	2	0	0	0	0	0	1	0	1	0	4
City reformatory.....	0	0	5	1	4	1	1	0	2	6	2	0	22
Penitentiary.....	8	18	9	3	2	12	23	12	22	4	10	5	128
Suspended.....	3	3	17	5	3	7	4	3	2	5	6	6	64
Discharged.....	0	0	1	0	0	0	0	0	0	0	0	0	1
Probation.....	10	9	8	2	7	13	27	11	7	4	3	9	110
Fined.....	1	5	1	0	1	6	0	3	3	0	0	0	20
Plea withdrawn.....	0	0	0	0	0	0	3	0	0	0	0	0	3
House of refuge.....	0	0	0	0	0	0	0	1	0	0	0	0	1
City prison.....	0	0	0	0	1	0	0	0	0	1	1	0	3
Deported.....	1	0	0	0	0	0	0	0	1	0	0	0	2
Workhouse.....	0	0	0	0	0	0	0	0	1	0	1	0	2
Total.....	45	52	66	20	28	55	76	45	64	37	38	24	550

## THE RELIEF WORK OF THE ASSOCIATION

## CASES INVESTIGATED (EACH JUDGE).

CRIMES.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	Jun.	July.	Aug.	Sept.	Tot.
Crain.....	2	36	12	1	1	1	10	0	29	9	0	0	101
Foster.....	6	1	5	0	0	0	0	0	0	0	0	0	12
Mulqueen.....	20	7	3	0	2	0	33	27	16	1	0	0	109
Nort.....	0	0	0	13	11	5	3	4	1	0	24	9	70
Rosalsky.....	4	3	2	1	1	27	15	6	6	0	0	0	65
Swann.....	3	1	41	4	4	8	6	4	4	27	14	1	117
Wadhams.....	2	0	0	0	1	9	14	10	3	4	0	0	58
Malone.....	0	0	0	0	0	0	0	0	0	0	0	0	2
Mahoney.....	0	3	3	0	0	0	0	0	0	0	0	0	6
<i>Supreme court.</i>													
Gavagan.....	8	1	0	0	0	0	0	0	0	0	0	0	9
Seabury.....	0	0	0	0	0	0	0	1	0	0	0	0	1
Totals.....	45	52	66	20	28	55	76	45	64	37	38	24	55

## PASSED FROM PROBATIONARY OVERSIGHT.

CRIMES.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	July.	Aug.	Sept.	Tot.
Time expired.....	14	12	10	1	5	1	1	1	4	7	1	1	58
Excused.....	0	2	17	2	0	1	2	0	6	0	0	0	30
Transferred.....	0	0	0	0	0	0	0	1	0	0	0	0	1
Bench warrants.....	0	0	1	0	0	0	1	0	0	0	0	0	2
Rearrested and committed.....	4	1	1	1	1	0	1	0	4	1	0	1	15
Removed with permission of court.....	1	0	0	0	0	0	0	0	0	0	0	0	1
Totals.....	19	15	29	4	6	2	5	1	15	8	1	2	107

## MONEY COLLECTED FROM PROBATIONERS.

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.													
Restitution.....	\$225	00	\$26	00	\$28	18	\$63	32	\$55	00	\$68	00	\$85	50	\$57	50	\$63	50	\$73	00	\$65	00	\$65	00	
Family support.....	10	00	.....	.....	.....	.....	.....	16	00	38	00	44	00	44	00	32	00	40	00	32	00	40	00	16	00
Totals.....	\$235	00	\$26	00	\$28	18	\$63	32	\$55	00	\$68	00	\$101	50	\$95	50	\$103	50	\$105	00	\$105	00	\$81	00	

## Total collected:

Restitution.....	\$855	00
Family support.....	192	00
Total.....	<u>\$1,047</u>	00

Average age of persons received on probation during year.....	26
Average age of probationers discharged during year..	27
Average length of time of reporting.....	1 yr. 3 mos.
Number of cases on probation October 1, 1913.....	128
Number of cases received on probation during year	110
Total.....	238
Number of cases passed from probationary oversight..	107
Number of cases remaining on probation October 1, 1914	129

## SUMMARY 1902-1914.

Cases investigated, from 1902 to 1914.....	7,712
Released on probation.....	1,980
Amount of restitution passed through our hands.....	\$7,879 73
Average age of probationer received.....	26+

	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
1908.....	1,051	277
1909.....	589	185
1910.....	575	117
1911.....	534	131
1912.....	446	67
1913.....	599	79
1914.....	560	109
Total.....	7,712	1,980

Total amount of money received for restitution from 1902-1914..... \$7,879 73

As with parole, so with probation; the work teems with most intense human interest. The following instances from Mr. Kimball's records illustrate in some degree the range of work and of possibilities in our probation service:

## "THE GOOD CANCELLED THE BAD."

A married man of 29, living with his wife and two children, was under indictment for grand larceny in the first degree, having pleaded guilty to the charge of *appropriating the proceeds of a check for six hundred dollars, the property of a widow whose husband was a friend of the defendant.*

It seems that he sympathized with the woman in her affliction and assisted her in adjusting the estate of her husband, as she was without means except the trifle in insurance money. He helped her in collecting it, and later confessed that he had lost it in gambling. On the face of it one would say that he deserved every day in prison that the law could give him.

A very careful investigation as to his reputation and antecedents was made and it was found that beyond the tendency to gamble, he had an excellent record. He was a machinist and ventilating engineer, employed by a large machine company whose officer said that he was very satisfactory in all respects, "showing care, perseverance and intelligence in handling and running all oil engines." In some of the large hotels where he was employed the managers said that he was always sober, industrious and honest, and they went so far as to come to court to intercede in his behalf.

Unfortunately, at the time of his arrest, he had no money and practically no means of raising any, so the judge committed him to the Elmira reformatory.

After this action a man came into court and made a statement to the effect that some years ago this young man had rescued him from drowning. More than that, he did it at the peril of his own life, and the gentleman felt that the least he could do would be to try and show his appreciation. He was a working man himself, his means were small, but he had been provident and had about three hundred dollars in the savings bank. He offered to turn over to the widow two hundred dollars of this money if the court permitted, and to do all he could to help the prisoner to secure work whereby he could earn enough to continue to pay the widow's loss in instalments. When the widow was called into court she said she was not seeking satisfaction but wanted her money. The judge took the merciful view of the case and revoked the reformatory sentence and

paroled the prisoner in our custody, with orders to make restitution as suggested.

The young man has worked steadily ever since his release on probation; the widow has received altogether three hundred and sixty-five dollars, which she acknowledges is better than the satisfaction of knowing that the man is in prison.

"A HISTORY OF ADJUSTMENTS."

A man of fifty-one years, a widower and professional accountant, had been in the employ of a large stove manufacturing concern in this city for many years. After his wife had been dead a few years he fell in love with a very reputable young girl who was younger than some of his children. Instead of acting in a manner befitting a man of his years, he began to live the life of a young fellow, sowing his wild oats, and was soon spending more money on the young woman than he was earning. There was nothing improper in his attentions, and no one interested in the case blamed her at all except for her foolishness in receiving the attentions of a man old enough to be her father. He took her around to expensive restaurants, theatres, the opera, etc., and helped himself to his employer's money to the extent of fifteen hundred dollars.

His record for over twenty years was traced, and found to be excellent. Former employers said that he was equalled by few as an expert accountant. When he was arraigned before the judge for sentence, much to my surprise a letter was presented from the complaining witness urging the maximum of leniency. Judge Crain was reluctant to take such action, because there had been no restitution, but he released him on probation, with direct orders to make restitution to the complaining witness in installments and for over a year the prisoner made regular payments.

Then the firm he had robbed made an original proposition. They asked him to have his life insured, and agreed to pay the premium. He submitted to an examination in the usual way, was accepted and his life was insured in the sum of five thousand dollars.

For a time he was in business on his own account but was not very successful; he did his best but could not make money enough. Then there was another surprise. The firm, realizing the value of this man's services to them in the past, submitted the proposition that he return to their employ at a reduced salary, and that a certain portion of his weekly earnings be deducted each week. He therefore returned to his old employers, is at work for them to-day and giving excellent satisfaction. He has given up the idea of marrying again.

"THE VALUE OF ANOTHER CHANCE."

A young man of twenty-four who had, to use his own expression, "played the game at both ends," was convicted of an attempt to commit burglary in entering a loft building on 28th Street. Investigation showed that he was influenced by an experienced criminal, and to use his own expression again, "I was the goat." When arraigned before Judge Nott, he pleaded guilty to an attempt to commit burglary, and an investigation was ordered. It was found that in order to shield his respectable family he had given an assumed name. He had held a number of very good positions with building concerns in this city, both in the office and on steel construction work, but he had drifted into bad company, and for some months had been a cabaret singer in restaurants of the lower order. As he was a young man of good appearance and possessed a fair singing voice, for a time he got along comfortably without much hard work. In one of these places he ran off a number of thieves who made use of him.

He impressed Judge Nott as being penitent, and as no property had been actually lost, the Court concluded to give him another chance by releasing him on probation, and he was allowed to go, with orders to make regular reports. Friends secured employment for him with a building concern, and we were more than pleased to note that by hard work and considerable natural ability, within the short space of one year he had been promoted a number of times.

At present, instead of being a discharged convict, he is foreman with the building firm and actually employs men instead of being a dependent. He realizes better than other people his position, and when he made his last report, he said he would notify me of any vacancies from time to time, so that he might employ other young men who are down-and-out, as he was, through their own carelessness rather than from criminal inclination.

"DRIVEN TO CRIME BY STARVATION."

A man of thirty, with a wife and two children, who had been out of work for some months, pleaded guilty to an attempt to commit burglary. He very foolishly tried to enter a storage warehouse by way of the roof, and because a few wires were in his way, he tried to pull them off, not knowing that they led down somewhere to the storage warehouse. Almost anyone would have known that these were burglar alarm wires, but he did not, and in a few minutes before he had actually entered the building, he was in the hands of the police.

He told a pitiful story of having been in the city only five days, earning a precarious living for himself and family by shoveling snow, carrying in coal and doing such odd jobs as he could obtain. While he was in the Tombs it was necessary to feed his hungry children and to pay rent on a small apartment for the family.

It was found that he had formerly worked in Trenton as a butcher, that he had saved a little money and started a small business of butter and eggs, but he made a failure of it. Then he tried his hand as a chauffeur, but was released because of dull business.

A man was found who offered to give him work when the Court would release him on probation, so he was allowed to go on probation for two and a half years. Has not missed a day from his work since his release.

"A DISHONEST SERVANT."

A German girl who had just reached the age of sixteen years, and had been in the United States for five weeks, secured a place as a domestic servant and was attracted by the glitter of a diamond ring valued at four hundred dollars, which she saw lying on the dresser in her mistress' room. Temptation overcame her, she secreted it and on a number of occasions wore it on her "days out." When arrested the girl acknowledged her guilt and an investigation revealed the fact that her record in Germany was very good. She had in her possession her working book, which was in the printed form provided by the German government, and bore the official seals of the Mayor of the town, together with signatures of her former employers, certifying that she had been a faithful servant.

Becoming convinced that she had yielded to momentary temptation, and that she was not naturally criminally inclined, I recommended a suspension of sentence, and a lady, a church worker who cooperates with this Association, took the girl in hand and had her committed to an institution for friendless girls for a year. During that time she was enabled to go to school every day and to receive proper training at the hands of good women who interest themselves in such girls.

"NO CRIMINAL BY NATURE."

A man of twenty-seven years was found in the Tombs, complaining bitterly that he had been locked up practically all summer on a charge of highway robbery. He was told that because of the overcrowded condition of the court calendars, due to the usual summer vacations of the judges, his case would have to take its

turn, but an effort would be made to have it considered as quickly as possible. He was called up and told this very simple story.

"A man who makes the charge against me is a fellow workman. We have both been employed by a certain steamship company for about six years, and each week when we were paid off it was our custom to shoot a few games of pool in a West Street saloon. We went there one Saturday afternoon, and he challenged me to a game for a dollar apiece, and as was our custom, we stuck the money up on a gas fixture over the billiard table. I won the game, but when I reached for the two bills hanging on the gas jet, he stopped me and said the bill was a ten-dollar bill. I thought he was just trying to get the money away from me and resisted the attempt to secure it. We became engaged in a fierce fight, a policeman was called in and he charged me with robbery; said I stole his money."

When the case came up in court the story of the prisoner was corroborated by the complaining witness. I went to a telephone, rang up the office of the steamship company, verified the story of the prisoner and he was released on a suspended sentence, the opinion of the Court being that he had already suffered enough.

It should be remembered that probation is not a *substitute* for imprisonment, but that it is a *suspension* of imprisonment during good behavior. The purpose of probation is not to make the commission of crime more easy by laxity of treatment of the offender. Probation is a system which should at the same time discipline and improve the conduct of the delinquent without the necessity of imprisonment. Unquestionably it is easier to pass months and years under probation than it is within the prison walls. What the period of probation may lack in rigor, it should possess in carefully systematized supervision and in a constant method of treatment which will in a very large proportion of cases result in the permanent reclamation of the offender. Unless probation succeeds in reclaiming more than the prison or the reformatory, it must ultimately become discredited. The test of probation will be largely by its results. The best results can be obtained only by the achievement of a good probation system which, as we have before outlined, must possess the following essentials:

1. A wise judge, discriminating in his choice of probationers.
2. An adequate and experienced corps of probation officers, preferably chosen from civil service lists.



3. Systematic supervision and assistance of probationers.
4. An adequate period of probation.
5. Regular reports to the judges as to the conduct and other circumstances of probationers.
6. No overcrowding of probation officers, through the assignment of too many cases.
7. Rigorous prosecutions of delinquent probationers.
8. Cordial and considerate appreciation of the difficulties attending a wise administration of the probation system by judges, by district attorney's office and by the public.

Progress in probation in New York State during 1914 should be outlined in this connection. Again a striking increase in the use of probation throughout the State is reported by the State Probation Commission. The total number of offenders placed on probation during the year ending September, 30, 1914 was 18,549, an increase of 2,405, or 15 per cent. over the number placed during the before. During 1908, the first year complete statistics were collected in the State, 8,047 were placed; the number has increased every year since. On December 1, 1914, there remained on probation no less than 11,232 persons. These were divided as follows:

Boys under 16.....	2,386
Girls under 16.....	375
Men.....	7,603
Women.....	868
Total.....	<u>11,232</u>

The greatest increase in probation cases has been among adult males. In two years the number of children on probation has increased by 576, while the number of men has increased 1,985.

It is a significant fact, according to the State Probation Commission, that there has been practically no increase in the prison population of the State during the past six years, in spite of the increase in population. In the meantime the number placed on probation has more than doubled. The entire population of prisons, jails, reformatories and institutions for delinquent children at the end of 1913, was 18,652. The number on probation is now nearly two-thirds of that number.

The State is infinitely the gainer by this substitution of probation for imprisonment, for it appears to be nothing else than that. The financial saving is very great. The moral saving of well administered probation work is far greater.

The causes which have brought about the increasing use of probation during the past year are the gradual education of public opinion and the employment of an increasing number of competent salaried probation officers. Since October 1, 1913, six new salaried positions have been provided in the courts of various cities in the State, and nine new salaried county probation officers have been employed in six counties for the first time.

During the past year many new volunteer probation officers have been appointed, but the tendency throughout the State is clearly to place probation work in charge of salaried officers, giving their whole time to the work. Volunteers have been used in many instances to pave the way for salaried officers. In larger cities, volunteer officers work in conjunction with and under the direction of salaried officers.

The collection of money by probation officers from non-supporting husbands for the support of wives or children has increased from \$77,155 in 1913 to \$100,378 in 1914. The collection of fines and restitution money on the instalment plan has totalled \$17,345 and \$26,041 respectively, each an increase over any previous year. While not strictly a part of real probation work it is frequently found of real disciplinary value, besides being a very real and substantial service to the community.

In New York City all the probation officers in the Magistrates' Courts and the Court of Special Sessions are now salaried by the City and under civil service. The quality of their work has undoubtedly improved during the past year. Many of the officers, especially those in the Children's Courts, are high-grade social workers. Admirable records are being kept and telling results obtained, especially with the families of delinquent children. In the Magistrates' Courts of Manhattan and the Bronx, probation work has been centralized, the officers have been taken out of the individual courts and now work under the immediate direction of the Chief Probation Officer at 300 Mulberry Street. In this way the officers are better supervised and have considerably more time for investigation and home visitation. The number of improper cases

for probation has been reduced, as well as the number of absconders from probation by more care in selection and more preliminary investigation.

In the Court of General Sessions and in the County Courts of Kings, Queens and Richmond, the probation work is still on a volunteer or privately paid basis. In none of these courts is the work satisfactory. The number of officers in each is insufficient. Their coordination and responsibility to the courts is not what it should be.

Work in the rural sections of the State has advanced considerably during the past year. More probation officers have been employed, as above pointed out, and the older officers have extended their work into the towns and villages. Good probation work in the rural districts is carried on, especially in the Counties of Onondaga, Oneida and Dutchess. The up-state counties offer one of the most important fields for the development of probation service.

In a great many instances the salaries of the probation officers have been increased during the past year. This is an indication of greater public support and appreciation of their services. The probation terms are now longer than they once were, and more thorough supervision, more home visitation and a prompter returning to court in cases of violation of probation, have been noticeable throughout the State.

#### RELIEF WORK WITH FAMILIES.

Several years ago we organized a bureau of the Association in order especially to help the destitute families of prisoners who are found by us to be in need because of the absence in prison of the bread-winner. These families have, in the few years of the life of our present bureau, appealed to our sympathies almost more than has any other branch of our relief work. The wives and the little children have time and again been found to be in the depths of poverty and despair. We have been fortunate in having as our relief agent a woman who is essentially sympathetic and yet essentially reasonable. Her work during 1914 is summarised, statistically, in the following table:

#### REPORT OF RELIEF WORK WITH FAMILIES, 1914.

Since the last report, in January, 1914, 213 prisoners' families were investigated.

One hundred and nine of these families received relief covering a period of from two to twelve months.

Steady employment was secured for thirty prisoners' wives or children, by which they became self-supporting.

Forty-eight cases were closed, and the Prison Association is still caring for thirty-one families in January, 1915.

Twelve prisoners' wives were cared for during confinement, and three children received hospital care gratis.

Five prisoners' wives received legal services free.

Sixty-six cases were referred to other societies on account of long-term sentence, desertion or non-support.

Five families were refused aid on account of misrepresentation.

Three families were promised assistance by relatives.

The number of prisoners' families in distress far exceeds our ability to aid them. Therefore, we have tried to hold ourselves within the limit of our resources and to deal as adequately as possible with the families in Manhattan and the Bronx who have been received in our care.

As in the previous chapters, so here we present as the best illustration of our work a number of instances in which Mrs. Rodgers, our relief agent, has been active.

Man was sentenced in May 1914 to 1 year in the New York County Penitentiary, charged with carrying a revolver. This was the man's first offense. Wife and 7 children reside at ——— Street, in 5 rooms, rent of which is \$15 per month. Half of this rent is paid by the Prison Association and the other half by the Charity Organization Society. A position was secured by the Prison Association for the oldest girl, aged 16 years, at ——— Department Store, as stock girl, wages \$3.50 per week. The New York Child Labor Committee is allowing \$2 per week to keep a backward child in school. The wife's brother is allowing \$2 per week to the family for food. This income of \$7.50 per week is used for food, for 8 in family. The Prison Association is still caring for this family and will continue to do so until the release of the husband, which will be in March, 1915. Up to date \$75 has been expended on this family.

Man was arrested on March 25, 1914, on a charge of larceny, and on April 4th was sentenced to three months in the New York County Penitentiary. Previous to this, this man had been a steady worker and his references were all good. His wife and child live

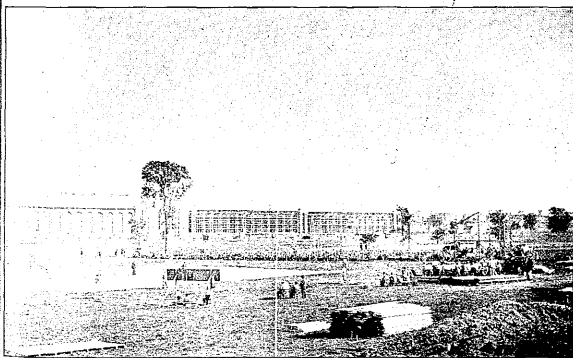
at — West — Street, in a four-room apartment, with steam heat and hot water supply, rent of which is \$16 a month. This rent is a little high, but as the man had only three months to serve, the Committee decided to pay this rent, rather than to move the woman to a cheaper apartment. Rent of \$16 each month was paid for three months, and Mrs. D. secured a few days' work each week, as a laundress, earning \$5 per week. This money was used for food. Husband was released on July 4, 1914. Has since secured employment as an electrician, wages \$15 per week. The case was closed in July, 1914. Forty-eight dollars was expended on this family by the Prison Association. Family was last heard of the latter part of August, 1914, when woman stated that husband was working steadily and they were getting along very nicely.

Man was sentenced on May 26, 1914, for a term of two years in Sing Sing prison, for extortion. Wife and five children reside at ———, where they share an eight-room apartment in a little frame house with her parents, who have four children. The two families pay jointly twenty-five dollars per month rent. Twelve dollars and a half rent per month is paid for Mrs. B. by the Prison Association. Four dollars per week is allowed for food by the United Hebrew Charities; with this, and whatever assistance her parents are able to give her, the family is managing to get along very well. Mrs. B. is unable to work on account of this large family, the youngest of whom is five months old. The Prison Association is till caring for this family. Up to date \$112.50 has been expended on this family.

Man was sentenced on January 3, 1914 to six months in the New York County Penitentiary, for malicious mischief. This was his second offense. In 1909 he served two years in State prison for burglary. Wife and four children reside in four rooms at ———, rent of which is fifteen dollars per month. The home was exceptionally clean, and wife and children very neat. The wife earned about six dollars per week at dressmaking, which she did at home, thus enabling her to care for her children in the meantime. The Prison Association paid rent of fifteen dollars each month for six months. The husband was released on June 3, 1914, and two weeks later he secured employment with the ——— Company, at ———, New Jersey, wages fifteen dollars per week. He has worked steadily since that time, and has received an increase of two dollars a week in his salary. The family was last heard of in December, 1914, when Mrs. C.



Great Meadow Prison. Farm Work.



Great Meadow Prison. Baseball Game on Unenclosed Ground.

stated that her husband was working steadily and staying at home evenings with his little family. She is quite sure that he intends to lead an honest life in the future. Ninety dollars was expended on this family by the Prison Association. The case was closed in July, 1914.

Man was arrested, and on October 2, 1913, was sentenced to Elmira Reformatory, charged with pawning stolen goods. This was his first offense. His wife and one child lived at \_\_\_\_\_. She had recently been operated on at the Woman's Hospital, for internal trouble. She looked pale and delicate, and was sent by the Prison Association to a convalescent home for two weeks. She was then sent to Sea Breeze for two weeks. On her return, the Prison Association gave three dollars per week room rent for herself and child, and her aunt, who lived in the same house, supplied her with meals, Mrs. L. not being strong enough to work. The husband was released on November 16, 1914, and has been working steadily ever since. They have furnished a nice little home, and family is now self-supporting. Ninety-six dollars was expended by the Prison Association on this family. Case was closed early in December, 1914.

Man was arrested in May, 1914, on a charge of petit larceny, and on June 23, 1914, was sentenced to one year in the New York County Penitentiary. The wife, two children, and her aged father, reside in three rooms on \_\_\_\_\_ Street, rent of which is eleven dollars. At the time of husband's arrest, Mrs. M. had no one to assist her, and in desperation applied to have her children committed. Mr. Bauer referred the woman to the Prison Association. Full rent was paid each month, until a position was secured for Mrs. M. with the \_\_\_\_\_ Company, wages \$7.50 per week. The Prison Association is now paying half rent and Mrs. \_\_\_\_\_ is paying the other half, or \$1.25 a week. The other \$6.25 per week is used for food. Family is getting along very nicely now. Up to date, seventy-eight dollars has been expended on this family. The Prison Association is still caring for this family.

We do not believe that the family of a prisoner should be dire sufferers because of the sins of the father and bread-winner. We do believe that it is far better to aim to hold the family together and to keep it upon a reasonable basis of existence than to allow it to become broken up and disintegrated.

Therefore, we have aimed to deal as liberally as possible with the families, and we have felt it to be much better to restore to the outgoing prisoner his family in decent condition and to demand of him by appeal and by direct supervision that he maintain his family properly from then on.

As usual, and with the same pleasure as in former years, we have been able through the generosity of a number of our friends to provide Thanksgiving and Christmas dinners, and presents at Christmas time for our families.

At Thanksgiving, 42 families received Thanksgiving baskets, each basket containing:

10 lb. turkey	1 can corn
2 lbs. sugar	1 can plum pudding
$\frac{3}{4}$ lb. coffee	1 can tomatoes
1 pkg. tea	1 can peas
1 qt. potatoes	6 apples
	\$1.00 cash

At Christmas, 54 families received a Christmas basket, each basket containing:

10 lb. turkey	2 loaves bread
3 lbs. sirloin of beef	2 lbs. sugar
3 qts. potatoes	$\frac{1}{2}$ lb. tea
2 qts. turnips	$\frac{3}{4}$ lb. coffee
2 qts. parsnips	1 box cocoa
1 qt. apples	\$1.00 cash

One hundred and forty-eight children received Christmas stockings, each stocking containing:

Boys	Girls	Babies
1 ball	1 book	1 soft ball
1 bag marbles	1 pr. woolen gloves	1 rattle
1 woolen cap	1 woolen cap	1 picture book
1 gospel (St. John)	1 gospel (St. John)	1 woolen cap
1 pr. skates	1 pr. skates	1 pr. woolen mittens
1 box of candy	1 doll	1 toy
1 pr. stockings	1 box of candy	1 baby doll
1 game	1 pr. stockings	1 pr. stockings
Underwear	Underwear	Underwear
1 pr. woolen gloves	Hair ribbon	

During the past year our Relief Bureau has advised and assisted twenty-one discharged or paroled women prisoners. Eleven of the above number were worthy of assistance.

The other nine cases were mostly intoxication cases, and the women were sent to the St. Barnabas Home, where they remained only one night, when they went out, and their present whereabouts are unknown.

The Association has written to Mr. Charles F. Rattigan, Warden of Auburn Prison, Miss Moore of Bedford Reformatory, Miss Curtin of the Western Home of Refuge for Women, and to Miss Harris, Superintendent of the Workhouse, advising them that we are willing and glad to undertake the supervision and care of female paroled and discharged prisoners.

The Women's Relief Committee of the Association meets monthly during the year, except in the summer, to discuss and decide how best to help the families of men who are now in prison. At very frequent intervals, the Chairman, Mr. Alexander M. Hadden and our Family Relief Visitor, Mrs. Rodgers, confer on the details of individual instances of need. During 1914 we have investigated and helped twice as many families as during the previous year. Although this branch of our work has developed modestly and within the limits of our income, for various causes we have expended for family relief more than \$3,000 during the year. We give advice, encouragement, work, clothing, rent, cash, medical and legal help, as the need may require. Some families are referred to us by other societies and some make personal application. Our fundamental aim is to give that most necessary help which enables the family to keep together. The Women's Relief Committee meets frequently most pathetic instances of need, and the Committee bespeaks in this annual report that support which it feels sure would be generously given if the need could be intimately known by the public.

During the past year also the problem has come still more strongly before us as to a more adequate method on our part of helping women who have been recently released from prison or other correctional institution. After several conferences held at the Prison Association offices, a plan has had its result in a small house which has been opened at 70 Horatio St., and is known not by any special name, but by the number and street. Here approximately 12 women who have lately come from the workhouse and the penitentiary can be housed at a

time. There is no other home in New York City which is doing the same work in this intensive way. The house is a temporary home and is non-sectarian. Personal encouragement is given to the women and they are helped to find work. Deaconess Virginia Young, who lives directly across the street, supervises the home with the aid of a house-mother. The house itself is under the management of a committee of fourteen, and is maintained independently, without any supervision by the Prison Association, but in close affiliation with it. The financial support for one year has already been received and promised by personal friends of the Committee, of which Miss A. G. Carter is Chairman, Miss E. H. Davison Secretary and Mr. Alexander M. Hadden Treasurer.

## PRISON VISITOR

Our prison visitor, for whose salary we have been indebted to Mrs. Dean Sage of Albany, has during the past year assisted many men, not only by his visits to institutions in which they have been imprisoned, but also in securing for them employment on their release after application at our office.

A summary of the work of the prison visitor for the first eight months of 1914 is typical:

Visits to institutions.....	137
Interviews at prisons.....	772
Interviews at office.....	505
Persecution cases investigated.....	25
Counsel secured and legal advice obtained.....	17
Applications for employment received.....	87
Employment secured.....	35
Investigations at request of prisoners.....	48
Employers visited with view of finding work.....	60
Homes secured for friendless boy prisoners.....	6
Released prisoners returned to homes out of town and State.....	5
Homes visited to secure lodgings for discharged female prisoners.....	7

The above does not show results as to the interviews at prisons but a great many detail matters have been done for these men which cannot be classified. A great many of the office visits are

also a result. The men call for a friendly chat or advice and some for relief.

In abbreviated form we print summaries of a few of the many special instances of assistance and advice given by the prison visitor during the year:

A. B. Discharged from penitentiary, no home or money. Secured transportation for him to his home in Eastern Long Island.

C. D. Started institutional life in juvenile asylum, has been in reformatory, penitentiary, State prison, Naval prison at Portsmouth, N. H., petroleum camp in Florida, in all about fifteen years, imprisonment; is 27 years old now. On his discharge from the penitentiary, we secured him employment and loaned him money to maintain him until he could get on his feet. He has returned amount of loan, and has been working steadily since January 7, 1914. His salary has been increased and he is now earning fourteen dollars weekly; has not tasted liquor since his release, keeps good hours and is saving money.

E. F. In penitentiary, served two terms, family living in Brooklyn disowned him. He begged me to see him so that he could go there when released. Visited mother who has now forgiven him and has taken him home.

G. H. In penitentiary. Secured his back salary and arranged with employers to take him back in their service when discharged.

I. J. Sentenced to indeterminate term of two to four years at Blackwell's Island penitentiary by Judge Fawcett, allowed to remain six months after minimum had expired. Helped to secure discharge.

K. L. Elmira and penitentiary. After his discharge from latter secured him temporary home at Chrystie Street House while communicating with his people in Boston from whom he had not heard in five years. Brought about reconciliation and provided him with passage home. Letters from him show that he is doing well.

M. N. Ludlow street jail, debt victim. Secured counsel for him and brought about his release. He had been confined several months. Also gave his family relief.

O. P. Stranger in city released from penitentiary without a penny. Provided for him while communicating with his friends up the State, where he was ultimately sent.

Q. R. Stopped persecution by former partner, who had him

sent to Elmira and was trying to secure money from him, claiming business debts; arrested twice.

S. T. Arrested on complaint of wife because he was temporarily out of work. Secured a position for him and brought about a reconciliation.

U. V. State prison. Stopped persecution by police because of previous record.

W. X. Served sentence for forgery. Secured him place as salesman with his old employer. Is doing well.

Y. Z. Boy 17 who committed theft. Have been in correspondence with him since his enlistment in Navy. He also calls on me when he is on furlough. He is doing very well and hopes soon to secure appointment to Annapolis.

A. C. Secured counsel for this man, thereby obtaining his acquittal on charge of theft. He had been arrested four times on same kind of charge and it was an apparent case of persecution. Family was cared for by Association while he was confined.

A. D. Now confined in prison. He had interested many prominent people in the State, asserting his innocence to them. The case attracted the attention of governors, judges and many men in public life. His story was so plausible that he was universally believed. A thorough investigation covering days of time was made. The district attorney of Kings County was interested and, on information given by me, made an investigation costing several hundred dollars. My investigations brought me in contact with many of the lowest characters and I finally gained enough information to satisfy me that the claim of innocence was unfounded. He had based his hope on the death of several of the witnesses who had appeared against him. While no good was done the man, his practice of annoying so many people has been stopped.

#### JAIL LIBRARIES.

In 1913, through the very painstaking and efficient work of Miss E. H. Davison, libraries of from 25 to 50 new books were placed in a number of the county jails of the State. Many of the jails visited by our inspectors had been found deplorably lacking in reading material. Following the policy of the Prison Association, we had advocated the establishment of a separate Jail Library Committee in this case, because of the additional interest which bade fair to be aroused in the very helpful moment.

During the past year the membership of the Jail Library Committee has been increased and the scope of the work extended. Under the leadership of Miss E. H. Davison, the work has progressed very satisfactorily, and it is certain that the value of censored reading matter, especially for persons incarcerated, can not be over-estimated. In the absence of sufficient employment, the reading of books by prisoners retards the serious possibility of mental deterioration. Communications from sheriffs are to the effect that the libraries furnished to the jails are a "big help" toward promoting good discipline.

At the beginning of the year, the sheriff of each jail in which a library had been installed signed a pledge in which he agreed to encourage the frequent use of the books and to see that they were properly cared for.

From March 1913 to November 1913, eighteen jails were supplied with libraries, averaging fifty books to a library and making a total of 869 books. Since April, 1914, eighteen additional jails have been supplied with libraries, with a total of 807 books.

The libraries donated in 1914 were installed in the following jails:

COUNTY	DONATED BY
Ulster.....	Mr. C. Beverly Davidson, Jr.
Oswego.....	Mr. and Mrs. Wm. W. Phillips
Rensselaer.....	Mrs. Geo. Bliss
Yates.....	Mrs. E. S. Auchincloss, Jr.
Greene.....	Mrs. Wm. Fahnstock
Wayne.....	Mrs. D. Coddington
Otsego.....	Mrs. Geo. F. Bliss.
Warren.....	Mrs. Geo. D. Cheney, Jr.
Ontario.....	C. C. A. and A. M. T.
Niagara.....	Mrs. C. F. Dieterich
Chemung.....	Mrs. John French
Essex.....	Prof. and Mrs. H. M. Howe
Delaware.....	Mrs. S. P. Bayne
Chautauqua.....	Mrs. C. A. Miller
Columbia.....	Mrs. H. Livingston
Orleans.....	Miss L. P. Bayne
Herkimer.....	Miss E. K. Lamont
Cattaraugus.....	Mrs. Fred Corse



Members of the Committee have also rendered good service in arranging with various clubs throughout the city to give up at the end of each month their old magazines and other reading matter. These have been called for by the Department of Correction, and have been distributed to the various institutions throughout the city. A large number of books were contributed to the library of the Women's Prison at Auburn by a member of the Committee. Through a member of the Committee, a set of the Encyclopaedia Britannica was added to the library at Sing Sing Prison. This was very much needed.

At the time of inspection of each jail, where there is a library installed, the inspector examines the books and confers with the sheriff and prisoners relative to their use and value. Subsequent to this, a report is sent to the donor of the books and also to the secretary of the Committee. Recently, new books have been given by donors to take the place of the books destroyed or lost in the respective libraries, since the time of installation.

#### THE FINANCIAL YEAR.

The Association can be fairly well satisfied with the financial year of 1913-1914. Practically all the charitable societies were seriously affected by the general "hard times" of the fiscal year, a condition exceedingly intensified by the outbreak of the European war in August, 1914.

Nevertheless, the income of the Association for the year ending September 30, 1914 was \$26,989 as compared with \$26,270 for the previous fiscal year. Our budget, however, estimated early in the fiscal year of 1913-1914, was based on a reasonable increase in the contributions for the year, and our expenditures for the year were planned on that basis. A deficit, therefore, of approximately \$1,000 faced us at the end of September, 1914, not a serious showing in the year of special financial depression.

During the year we have been fortunate in several bequests, which, while modest, nevertheless testify to the increasing interest and the establishment of a permanent fund of the Association.

Mrs. John Innes Kane of 1 West 49th Street, established in January, 1914, a fund of \$5,000 in memory of her husband, John Innes Kane, whose interest in prison reform was well

known. Mrs. Kane outlined the purpose of the gift as follows:

"The income of this fund I desire to have used primarily for the development of sane public opinion regarding prison reform, particularly in connection with the betterment of prison conditions. I wish, however, that the Trustees of the Prison Association should feel that they may at any time use the interest of this fund for any purpose that seems to them of the greatest importance in the Association's field of activity."

In addition, the Association received during the year with gratitude a legacy of \$2,500 from Mrs. Julia Billings as a memorial fund, and from the Estate of Nathan Hermann a legacy of \$1,000. The three legacies mentioned above have been added to the permanent fund of the Association, of which the income alone is used.

The growth of the Endowment Fund of the Association has been very satisfactory during the five years ending September 30, 1914. At the end of 1909 the Endowment Fund amounted to \$9,108 and at the end of the fiscal year ending September 30, 1914, the Endowment Funds amounted to \$83,198.23.

## CHAPTER THREE.

### PROGRESS IN NEW YORK STATE IN 1914.

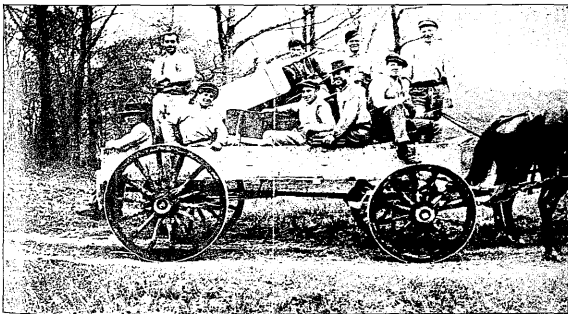
#### THE DEPARTMENT OF CORRECTION, NEW YORK CITY.

THE year 1914 has been for the State of New York an exceptional period in prison reform. On January 1, Miss Katharine Bement Davis took office, having been appointed by Mayor Mitchel as Commissioner of Correction of New York City. She was the first woman to be appointed to the chief executive position of a department of the City government and she came into office especially well qualified to reorganize and develop the Department of Correction. From 1901 to 1913, inclusive, she was Superintendent of the New York State Reformatory for Women at Bedford, a modern cottage-system institution. Perhaps more than in the case of any other American correctional institution for women she has developed varied occupations, both indoor and outdoor, for women prisoners. She has also recently secured the cooperation of Mr. John D. Rockefeller, Jr., in the establishment of a Bureau of Social Hygiene at the State Reformatory for Women, the special function of which is to study intensively both the physical and mental conditions of women prisoners, for the purpose of determining the most efficient treatment of women convicted of crime.

The Department of Correction of New York City has long needed a firm and comprehensive plan for its improvement and development. The deplorable conditions in this important branch of the City government have become a byword. The administration of Commissioner Patrick A. Whitney, from 1910 to 1914, brought many important changes, chief among which was the development of plans to establish in Orange County, N. Y., the New York City Reformatory for Misdemeanants to replace the present institution located on Hart's Island. Under Commissioner Whitney's administration, an excellent tract of farming land, consisting of some 600 acres, was purchased approximately at New Hampton, halfway between the towns of Middletown and Goshen. Architects' plans for



New Hampton Farms. A Part of the Site.



New Hampton Farms. Moving In.

a combination congregate and cottage system for this reformatory were prepared by Charles B. Meyers, were adopted by Commissioner Whitney, and have with modifications been adopted by Commissioner Davis. Commissioner Whitney's administration was characterized by sympathy and sincerity and an increasing conviction of the value of most modern and systematic treatment of the inmates in his Department.

Miss Davis almost at once appointed Burdette G. Lewis as Deputy Commissioner of Correction. Mr. Lewis had been for several years closely connected with the City government, first as secretary to Mr. John Purroy Mitchel, while president of the Board of Aldermen, and later as chief examiner of the Board of Aldermen. Both Miss Davis and Mr. Lewis have had a wide general training, Miss Davis holding the degree of Ph. D., from the University of Chicago, and Mr. Lewis a collegiate degree from Cornell University.

The advent of Miss Davis and her deputy was enthusiastically greeted by all who desired to secure the elimination of political influence from the Department of Correction and a competent and far-sighted administration of the Department.

#### THE NEW HAMPTON FARMS.

During the year 1914 several important developments along institutional lines within the Department have occurred. In March, Miss Davis, unwilling to wait for the completion of institutional buildings at the City Reformatory site at New Hampton, transferred to that site from the City Reformatory at Hart's Island 25 young men, inmates of that institution. Through private subscription, funds had been raised to provide for the employment of a farm superintendent, Mr. Robert Rosenbluth, a young man who had rendered excellent service in the Forestry Department of New York State, with the Conservation Commission, and had with success been supervising groups of inmates from Clinton prison, working for weeks in the woods in the neighborhood of that prison and sleeping in camps.

Commissioner Davis' experiment in building an institution "from the first board up" has been an interesting feature of the year. At New Hampton the inmates constructed at once a "bunk house" with accommodations for 50 inmates. No walls surrounded the farm. Every opportunity was present

for escape. The inmates themselves were young men whose qualities of obedience and loyalty were still largely to be developed. The Department of Correction borrowed from other City departments wagons, horses, cattle and farm implements. Under serious but expected difficulties, many acres of the run-down farm were made ready and planted. During the summer the number of inmates was increased from 25 to 50. Mr. Rosenbluth was assisted by several competent farm instructors who had farm experience and an agricultural school record. The results of the first year are briefly stated in the reports of the inspectors of the Prison Association to be found on pages 456-469 of Part II of the Annual Report.

The above experiment is more radical than appears on the surface, because it has meant the abrupt and complete severing from their ordinary environment of a half hundred young delinquent citizens of New York. It is an effort to provide for them better health, adequate work, varied occupations, valuable manual and mental training in practical labor, and a developing sense of loyalty and self-respect which shall ultimately render the paroled inmate from "New Hampton Farms" a good citizen, a wage earner and a man competent to support himself with honesty.

In 1914, there was reappropriated to the Department of Correction the sum of \$400,000 for construction and equipment of the New York City Reformatory for Misdemeanants at New Hampton Farms. The architectural problems have not been easy of solution.

The problem facing the Department has been to secure, on the one hand, the necessary custodial and disciplinary features and on the other hand to give wide latitude to such an honor system as would naturally develop.

#### MEDICAL SERVICE OF THE DEPARTMENT OF CORRECTION.

That the medical service of the Department of Correction in this city is far behind the times, that the physical facilities in the way of hospital accommodations, examining rooms, etc., are deplorably inadequate, that the organization of the medical staff is inefficient, and the number of officers too small, were some of the general conclusions arrived at by an investigation by Philip Klein, Assistant Secretary of the Prison

Association. The report of the investigation was submitted by the Association to Commissioner Davis on December, 1914.

His report showed that the actual amount of medical work done in the Department, though far below what it ought to be, amounts to the running of a hospital with capacity for 250 patients, and of dispensaries treating some 600 patients daily; but whereas an ordinary hospital or dispensary is run in one place, with proper accommodations, the work in the Department of Correction is done in more than a dozen different places, with sadly inadequate accommodations.

In describing the medical work at the different institutions the report made numerous revelations of poor, unorganized, inefficient, uncontrolled and unsupervised work. Each prison does its work in its own way, and there is no one responsible for their adequate inspection.

The purposes of the medical service in the prisons are set forth to be:

*First:* Efficient treatment of disease in the same sense that any treatment would be given to any persons on the outside.

*Second:* Correctional treatment, that is, medical service of a kind designed to eliminate mental and physical debilities that may be regarded as contributory causes to crime, or as hindrances to the rehabilitation of a prisoner on his release from the prison.

*Third:* The utilization of the abundant medical, surgical and psychiatric material presented in penal institutes for scientific study in criminology, and in the various branches of medical science.

There is a daily average of 5,000 prisoners in these prisons, and more than 110,000 admissions to the various prisons during the year. By accepted standards, the report says, all admissions ought to be thoroughly examined, yet practically nothing of this kind is being done now.

Magistrates are often unable to make the proper disposition of cases because of medical advice, and the lives of many prisoners are in danger for the lack of proper medical attention at the proper time.

The sanitary supervision of the prisons, which ought to be the duty of the physician, is largely neglected because of the lack of standards and of central control. Physicians have no

incentive for their work, and the medical possibilities are neglected for lack of organization or of cooperation of the medical profession.

The report outlines a complete plan for the improvement and organization of the medical service in the Department, at the comparatively very small cost in additional salaries of some \$20,000, and the gradual perfection of the hospital accommodations.

The principal specific recommendations made in the report are the following:

1. The control of all medical service throughout the Department should be centralized for administration and supervision so as to make possible all other recommendations to follow.

2. As the central controlling and supervising authority, there should be appointed a general medical superintendent, responsible for all medical service of the Department. He should be a well-salaried officer of high standing.

3. All physicians, nurses, apothecaries, and others performing work in connection with the medical service, should be responsible to the general medical officer, in all matters, except that the power of discipline should be further exercised by the Commissioner.

4. The general medical officer should establish, carry out and supervise standards of treatment for the various types of ailments, standards of record keeping, standards of general sanitary supervision to be exercised by the physicians in their respective institutions.

5. The general medical officer should establish such correlation of prison routine with the medical service as will enable the prison wardens and the medical staff to join hands in the physical rehabilitation of the prisoner.

6. A plan of examination or admission should be installed by which each inmate shall receive complete physical examination at the institution of his first admission. This examination constitutes the basis of further medical treatment while an inmate of the Department of Correction.

7. To make possible the development of the medical service for the greatest benefit to the prisoners and to medical science, the staff should be so organized in grades of service as to provide an incentive to medical officers to make penological medical service their specialty, and to seek promotion within



New Hampton Farms. The Dinner Hour.



New Hampton Farms. Inmate Baseball Team.

the system of medical service existing in the Department. For this purpose the plan is here proposed of establishing grades classified in accordance with the varying character of the work in the different institutions of the Department, with titles and salaries varying accordingly.

8. The medical staff should hold frequent meetings to discuss their work and offer suggestions.

9. The cooperation of the medical profession of the City of New York should be (and can be) enlisted in providing a satisfactory advisory, visiting and consulting staff.

10. The medical board of the Workhouse as an executive body should be abolished, and the assistance of outside physicians be procured, as suggested in the preceding recommendations. All prison duties of that board should be taken over by the general medical superintendent.

11. A sufficient number of nurses should be provided, of proper calibre and at proper salaries, for all institutions where they are needed.

12. The principle of the central hospital for the Department should be accepted, and changes in the plant made, with a view to the gradual attainment of such a central hospital.

13. Such central hospital should be located, preferably, on Blackwell's Island, where it may remain as a hospital even after the removal of the Workhouse and Penitentiary from the Island.

14. As steps to this centralization, there should be developed:  
(a) Hart's Island as a tuberculosis center and "dope" center;

(b) A hospital ward in connection with the Tombs.

15. A prison ward should be provided in some hospital in Brooklyn to serve the same purpose for the City Prison, Brooklyn, as the prison ward in Bellevue Hospital serves for Manhattan and The Bronx.

16. The present hospital accommodations should be improved at the Workhouse.

17. A new hospital should be built at the Penitentiary on Blackwell's Island.

18. The top floor of the Tombs should be transformed into a hospital ward.

19. The Department should acquire the exclusive use of an ambulance built especially in reference to the peculiar needs of the Department.



## NEW YORK CITY'S NEW PRISONS.

When the present plans have been carried out, New York City will have two of the most modern prison buildings in the world for the detention of prisoners, namely, the Women's Prison and the Essex Market Court and Prison. The chief importance of this fact, from the standpoint of prison architecture in America, lies in the fact that the two prisons are to be built with a recognition that the "outside cell" is the proper way of housing prisoners.

The two prisons are to be constructed by the City authorities having regular control of building operations within the City, but will be in charge, so far as their prison quarters are concerned, of the Department of Correction. All plans respecting the prison departments of the building are being made in accordance with plans of the Department.

**THE WOMEN'S PRISON** (Griffin & Wynkoop, No. 30 Church Street, New York, Architects) is to be located in West 30th Street, Manhattan, on a plot 100 feet by 100 feet. The building is to include the magistrate's court for hearing cases of women exclusively. The first four floors are devoted to the court and accessory rooms, such as rooms for the clerk of the court, district attorney, probation officers, finger-print expert, etc.

On the fifth floor of the building are placed the quarters for the administrative officers of the prison, the apartments of the superintendent and assistant superintendent, both of whom will be women, and rooms offering facilities for visitors to inmates. The visiting booth on the fifth floor is to be of the double-screen style.

On two of the floors devoted to the court, there are temporary detention cells for the confinement of prisoners during court action.

From the sixth to the fourteenth floors the building contains cells in two large groups, one group for the detention of prisoners under investigation or held as witnesses, and the other for prisoners regularly detained in the court for trial.

The building as a whole has three entrances, through one of which the prison van enters to deliver prisoners to the temporary detention cells until such time as complaints are entered against them and the court is ready to take up their cases. Another entrance is for the public, and leads to the

courtroom and the other public rooms connected with the court, while the third entrance gives access to the judges' rooms, and for probationers making reports.

As indicated above, there are three distinct sets of cells: (a) Those for temporary detention of women in the course of court action; (b) for the non-penal detention of women awaiting investigation, or held as witnesses, and (c) the prison quarters.

(a) *Temporary detention cells.*—These will serve for the separate detention of individual prisoners during the time they are waiting to appear before the court. Their stay in these cells will vary from a period of a few minutes to several hours at the most. The requirements for these cells are, therefore, not the same as for regular cells. There are 38 such cells, of which 11 are "outside cells" and 27 "inside cells." Thirty-three of the cells are 10 feet by 6 feet by 5 feet 8 inches; five of the cells are larger, being 6 feet 6 inches by 11 feet by 8 feet in the case of four cells, and 7 feet by 10 feet 6 inches by 8 feet in the case of one cell.

There is a toilet and washstand of vitreous material, and there will probably be a bench in each cell. The plumbing is enclosed in a utility duct, 3 feet 6 inches by 8 inches, and may be reached through a removable steel panel in the cell.

The cell walls are of steel, the floors concrete, with an admixture of cement hardener at the surface to produce a smooth impervious surface.

(b) *Detention cells.*—Four floors or tiers, each containing 24 cells, and part of one floor containing 12 cells, are devoted to the detention quarters, making a total of 108 cells. The cell walls and floor are of concrete, except the front wall facing the entrance corridor, which is of steel. The door in this wall is 2 feet by 6 feet, solid, with the exception of a small mesh-protected opening for observation. A toilet and washbasin of vitreous material, with push-button flush, is in each cell, and the plumbing is contained in a vertical duct, accessible through a panel in the corridor. There will, of course, be a bed and other utensils.

All the cells are "outside" cells. They are 6 feet 1½ inches by 11 feet 3½ inches by 9 feet.

All of the tiers, or floors, are of practically the same design, as represented in the plan herewith reproduced. Eighteen of the cells of each tier open into a court of "U" shape, facing the street; four face the street and two cells face the side courts

Each floor consists of two units of 12 cells, each accessible from the corridor, and so arranged that each can be made a group for classification and segregation from all other groups. Each such group has a dining-room of its own, and an open air loggia serves two groups alternately for exercise.

(c) *Prison cells.*—There are six tiers or floors of prison cells, totaling 144 cells, constructed on precisely the same plan as the detention cell tiers, the only difference being the form of door, which will consist completely of bars, instead of being solid with only an observation opening, as in the case of the detention cells.

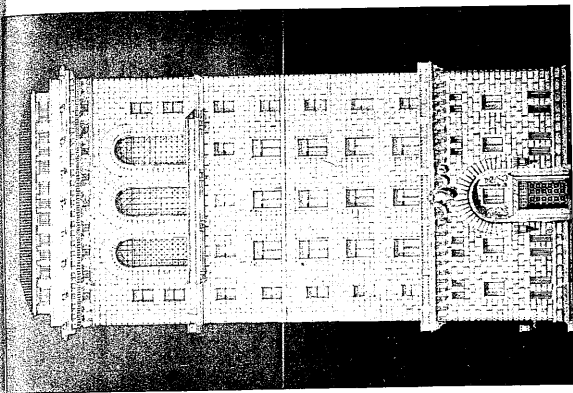
Electric lights are to be placed in all but the temporary detention cells. The outside windows are 2 feet 4 inches by 5 feet, and it is intended to allow them to be opened both by the hinged and by the "up-and-down method." All windows are to be barred, and, in addition, on two tiers there will be a wire mesh 10 inches from the window.

The topmost, or sixteenth floor, is to contain the kitchen and employees' dining-room, etc., and a hospital with a capacity of seven in the ward and one in the contagious or maternity room.

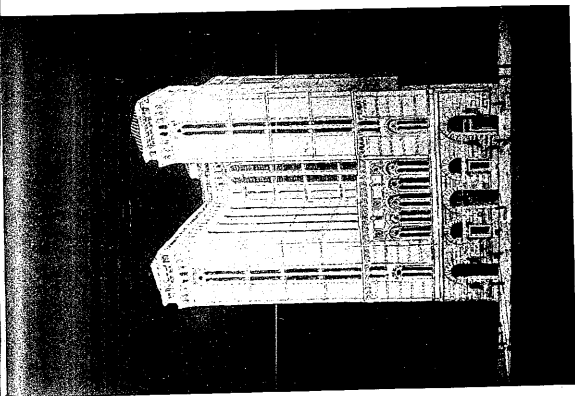
The most remarkable features of this building are undoubtedly, first, the splendid arrangement of the court and temporary detention cells, and of the separate entrances to insure complete separation of the prisoners and court offenders, and, secondly, the general introduction of the outside-cell system, which is to obtain in all of the 252 regular cells, and in 11 of the temporary detention cells. The style of architecture, as seen from the accompanying illustration, is in no way unfavorably affected by the outside-cell construction, but, if anything, rather favorably.

ESSEX MARKET COURTHOUSE AND JAIL (Alfred Hopkins, Architect, 101 Park Avenue). This building, to be located at the corner of Second Avenue and Second Street, is to house the Third District Magistrates' Court and several other courts on the lower floors, and the prison quarters and administrative offices on the six upper floors. The plans prepared by Mr. Hopkins were selected from a total of ten plans in a regular competition, chiefly on the basis of the "outside cell" feature.

There are to be five tiers of cells, four to be devoted to the district prison, and the fifth, or top tier, to be devoted to the New York County Jail for civil prisoners.



Essex Market Court and Prison, New York City.  
(Under Construction)



Detention Prison for Women, New York City.  
(Under Construction)

The typical floor plan as shown contains 31 outside cells and 21 inside cells. The exercising space is to be located on the roof. Meals are to be taken in a dining-room located on one of the prison floors. All outside cells are along the inner court and the lighting court on the side. The cells facing the street on Second Street, and on Second Avenue, are constructed on the "inside" plan, but face large, well-constructed windows. As to the outside cell proper, in which our chief interest lies, each cell is to contain a toilet and washbasin of vitreous material, the plumbing for which is contained in a vertical duct, 30 inches by 24 inches, accessible from the corridors through a removable steel plate. The toilet is to be behind this duct, so as to be practically invisible from the corridor (see plan). As an additional provision for privacy, a sheet of metal extending from a little below the seat upward for a few feet is to be attached. A wide wooden cover comes down on the toilet and serves as a seat at other times. In front of this seat is to be located a moveable shelf which can be used as a table. The enclosure, which conceals the plumbing pipes, will also be used as a vent-duct and ventilator. Both toilet and wash basin will be flushed by a push-button flush. The interior of the cell will be of white enamel.

The size of the cell is 5 feet by 10 feet by 8 feet in the clear, with a door of the usual size, that has an opening through which things may be passed. The outside window has some features copied from European prison plans. The cells are operated with safety locking-device, which will enable all the doors to be opened at once or any one door separately. The cell walls are to be of steel, the corners rounded. The floor will be concrete, sloping somewhat toward the corridor. The window ventilation is to be in control of the prisoner, but he will be able to open it a limited distance only. The window is so arranged that it can be opened for cleaning purposes as far as desired, while it can be so locked that the prisoner cannot open it except for a determined distance. There is to be an electric light in each cell.

A survey of the first year of the new administration in the Department of Correction shows rather remarkable progress, most of which is directly attributable to the activities of the new commissioner, while other developments that had originated with the previous administration, were encouraged and furthered during the past year. As indicative of the scientific

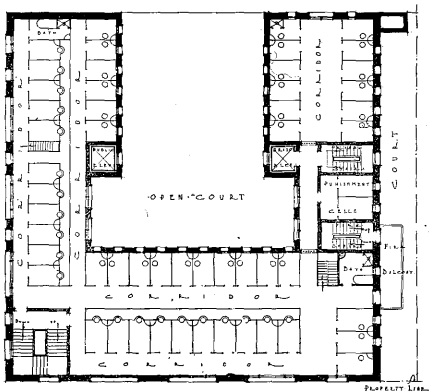
methods that were likely to be followed, should be cited the series of studies undertaken for the purpose of obtaining facts that would enable the department to adopt a definite working program. In these studies the force of the department and the forces of other departments, municipal and private organizations, coöperated. The most important studies have been the following:

1. The City Prison, Manhattan.
2. The women's departments of institutions.
3. The dietaries and food supply system.
4. The sanitary conditions in respect to food supply and storage.
5. The heating, lighting and ventilating plants of a number of the institutions.
6. The steamboat service.
7. The entire medical service of the department.
8. The efficiency and rating system for employees.

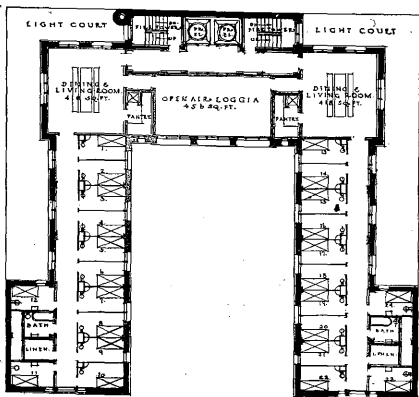
The above studies were an important addition to the studies that had been undertaken during the previous administration by the office of the Commissioner of Accounts, and resulting in a series of improvements to be mentioned below:

#### ACCOMPLISHMENTS OF THE YEAR.

I. *Records.*—Of all the functions of the Department perhaps its system of records was most unsatisfactory. The investigations by the office of the Commissioner of Accounts resulting in the introduction of a vastly improved system, while undertaken in a previous administration, have eventuated during the past year, and for that reason may justly be considered one of the accomplishments of 1914. By means of duplicate sheets, upon which admissions and discharges are recorded at each institution, and also at the central office, a working record of every inmate is available both at the prison where he is confined and at the central office. The information from these sheets is transferred to cards, one card for each individual remaining at the institution where he is confined and following him from institution to institution if transferred, while the other card remains on permanent file at the central registrar's office. It has been possible on this basis to make the central office a bureau of information, and to simplify the pass system for the 600 or 700 visitors daily seeking their friends at the various prisons.



SECOND AVENUE  
 Essex Market Court and Prison. Typical Tier.



Detention Prison for Women. Typical Tier.

It will also be possible, within a year or two, on the basis of this system, and especially with the aid of the coöperation in "finger-print" control between the magistrates' courts and the workhouse, to present to the public really accurate statistics in respect to prisoners in the department. The present statistics, as they appear in the department reports or in the State Prison Commission reports, are seriously unreliable.

The control of the employees' time sheets and payrolls has also been perfected by the Commissioner of Accounts' office. The system of requisitions for the daily food supply has been changed, so that it is now handled from the registrar's office. When these requisitions came from the individual institutions, an over-estimating of several hundred inmates per day was not unusual. The saving, therefore, is great, since estimates for 100 inmates a day call for sixteen dollars. The cost accounting system for the penitentiary industries, which was introduced by the department through its own initiative, has removed one of the worst features in the management of the industries of the department.

2. *Dietary.*—The dietary of the department has been completely reorganized. Copies of the dietary will be found elsewhere in this report (pp. 466-469).

3. *Drug crusade.*—The most conspicuous activity of the Department has been the consistent effort to stamp out the use of drugs in the institutions. A considerable amount of detective work, as well as the ordinary inspections, have emphasized the need of radical remedies. Some of these have been accomplished through legislative measures, but most effective have been the administrative methods, such as prohibiting the bringing in of food from the outside to city and district prisons; the introduction of caterers with exclusive rights at the City Prison, Manhattan, City Prison, Brooklyn, and Jefferson Market Prison; the segregation of "dope" fiends within the various institutions, notably the city prisons, and in the workhouse hospital.

4. *Miscellaneous.*—The women serving sentence at the Penitentiary have been transferred to the City Prison, Queens, thus considerably improving the living conditions for these inmates, as well as the discipline of the Penitentiary. Sewing instructors were supplied for the women, both at the City Prison, Queens, and at the Workhouse, thus partly at least alleviating the idleness of the women at those institutions.

Further progress is shown by the following items: A woman physician, to make initial examinations of women at the Workhouse; a woman superintendent, for the female side of the Workhouse to make possible some form of classification and segregation by the constant attention to those matters; the extension of the use of Hart's Island as a refuge for tubercular inmates; the cooperation of the Health Department in making Wasserman tests and complement fixation tests of every person admitted to the Workhouse; the repeal of the law forbidding the department to erect any more buildings on Blackwell's Island; the extension of accommodations on Hart's Island and on Riker's Island. These have all contributed to improve certain of the more serious conditions that have been existing in the department for a long time. The much criticised "stripes" for men and "ticking" for women have also begun to disappear, gray cloth and gingham taking their places.

Much of this work was carried on with the aid of private funds, in order to employ the people necessary for carrying out these improvements. The work was made much more difficult on account of the constant increase of the census of the department. On September 30, 1913, it was 4,562. The budget estimate for 1914 was made on a basis, therefore, of a daily average of 4,500, both in respect to food and to employees. By January, 1914, however, the date when the new budget took effect, the average daily census had gone up to 4,853. In February it was 5,096. On September 30, 1914, it was 5,711, an increase of 1,149, or 25 per cent. By the end of the budgetary year, which corresponds to the calendar year, the average daily census had risen to 6,260. Much emergency shifting of food supplies and emergency requests for additional employees were necessary, and the general disciplinary and administrative problems were made tremendously difficult. In February 1915, the daily census has reached the 7,200 mark.

A number of accomplishments are to be credited to the year 1914, although the corresponding appropriations are available from January 1, 1915, only. The establishment of regular positions, in instances where during the past year private funds had been called into aid, assured the permanency of many of the improvements. For example, the woman physician, the woman superintendent at the workhouse, the

farm superintendent, and farm instructors at New Hampton Farms, the dietitian, general inspector, and some additional trade instructors were given a place in the budget. Several additional physicians, a number of additional nurses and additional keepers and matrons were included in the appropriations for 1915. Money was granted also for the erection of a disciplinary building on Riker's Island.

#### PLANS FOR THE FUTURE.

Untoward financial conditions in the City government have hampered appropriations, yet the Department has planned with great care for a number of further improvements, which are so definitely and insistently requested that they may be regarded as far more serious than simply the expression of desires or even of plans, and they may be looked forward to as probable accomplishments of the next few years. Thus, the establishment of a hospital on the top floor of the Tombs, the building of a visiting booth and the reconstruction of the receiving department at the same prison, have been definitely planned for.

For the first time in the history of the Department a complete and detailed plan has been made for all expenditures requiring corporate stock, that is, improvements which require the expenditure of money that can, according to law, not be granted as regular appropriations in the annual budget. Expenditures totalling \$1,803,284.85 are thus planned for, as follows:

1. The building, equipment, and gradual development of the New Hampton Farms, to take the place of the present City Reformatory for Misdemeanants on Hart's Island.
2. The erection of a men's workhouse on Riker's Island, and the transformation of that island into a city farm of eventually upwards of 400 acres of cultivable land.
3. The erection of an industrial penitentiary on Hart's Island.
4. The improvement of the city prisons of Manhattan, Brooklyn and Queens.
5. The establishment of a farm colony for women.

Towards this total there have already been reappropriated \$425,000 for the New Hampton Farms. The sums necessary for each year have been so calculated as to call for appropriations per annum as follows:



1915.....	\$452,950 00
1916.....	437,444 95
1917.....	557,889 90
1918.....	185,000 00
1919.....	170,000 00

#### THE STATE PRISONS.

The most significant event in 1914 in the administration of the State prisons has been the appointment of Thomas Mott Osborne to the wardenship of Sing Sing prison.

Mr. Osborne is a resident of Auburn, N. Y. The appointment in 1913 by Governor Sulzer of Charles F. Rattigan as warden of Auburn prison gave Mr. Osborne, who is an intimate friend of Warden Rattigan, a special opportunity to study Auburn prison at close range. Governor Sulzer also appointed, in 1913, Mr. Osborne chairman of a commission to investigate prison conditions and to recommend changes. Mr. Osborne is, further, a vice-president of the Prison Association, chairman of the National Committee on Prison Labor, and was for many years the president of the George Junior Republic. After emerging from a week's self-imprisonment at Auburn Prison in the autumn of 1913, the details of which are graphically described in a book by Mr. Osborne, entitled "Within Prison Walls," Mr. Osborne delivered lectures throughout the State on prison reform, and particularly on possible reform in Auburn prison.

At Auburn Prison there has been developing, mainly through his influence, a modified form of self-government among the prisoners by means of an organization called the Mutual Welfare League. For the first time, in the wall-enclosed prison at Auburn, inmates were granted the freedom of the yards for somewhat over an hour a day, at the close of the afternoon. Gradually the number of officers required to guard the prisoners was reduced, officers were superseded by representatives of the prisoners when companies of inmates were moved to the shops or mess hall, many increased privileges were granted to the inmates in return for promises faithfully kept of better discipline and greater loyalty, and the minor matters of discipline in the prison were gradually transferred to a committee of the Mutual Welfare League.

The example of Auburn Prison has proved contagious both at Sing Sing and at Clinton Prisons. On June 29th, Warden

McCormick, then recently appointed by Governor Glynn, gave to the Sing Sing prisoners, for the first time in the history of the institution, yard privileges similar to those granted at Auburn. The department of the inmates has been exceptionally good. As at Auburn, athletics have been a popular form of recreation. The enormous significance of daily recreation, which releases pent-up energy and enables inmates to see life in a more reasonable perspective, has been especially marked in the reduction of several forms of vice.

At Clinton Prison also, commonly known as the "third-term prison," yard privileges were granted to the inmates by Warden Trombly on Saturdays during the fall of 1914. There also, athletic sports were allowed. A selection was made at Clinton of those prisoners who might with safety be trusted in the Clinton Prison yard, which is not so safely enclosed as the yards of the other two prisons. Considerable contributions in the form of athletic equipment and prizes were made to the several prisons by Mr. R. M. Hurd, a member of the Executive Committee of the Prison Association.

Late in October, 1914, Thomas J. McCormick was removed from the wardenship of Sing Sing prison by the State Superintendent of Prisons, because of unwarranted favoritism shown to a prisoner at Sing Sing. The Prison Association became especially active in urging before the Superintendent of Prisons and the Governor the appointment of a competent warden. An open letter to the New York City newspapers, signed by the General Secretary of the Prison Association, read as follows:

*What constitutes a competent warden?*—"A competent warden must be an efficient manager. He has a comprehensive system of industries to supervise, producing several hundred thousand dollars worth of commodities each year. A competent warden must be a good psychologist. The very lives of from 1,000 to 1,500 men are influenced, and often dominated, by him. The competent warden must be a good social worker. He must understand considerable about the causes of poverty and crime and their remedies.

"The competent warden must be a good director. He must be a good disciplinarian. Such a man will know how to reward as well as to discipline. The competent warden must be a good financial manager. Large sums of money are entrusted to him.

He must run his prison economically, but must not stint when it is necessary to be liberal. The competent warden in most modern prisons must know considerable about agriculture, about forestry, about dairying.

"The competent warden must have considerable knowledge of architecture. He must be a builder, a sanitarian. He must be ingenious in devising modern methods of housing inmates. He must know how to use inmate labor with profit to the State and with profit to the prisoners. The competent warden in a dozen different ways not yet mentioned must be efficient.

"The task and opportunity of a real warden is one of the greatest that can be offered to a man. What, therefore, should be his qualifications before being appointed? Do we take for president of a college or principal of a high school a man of no previous experience in education? Do we select as superintendent of a hospital a man knowing nothing of disease? Do we place at the head of a great commercial enterprise a man who has never studied business?

"Two men, well equipped by experience in social work, training in institutional management, thoroughly modern in their viewpoint, have already stated their willingness and desire to become warden of Sing Sing prison. Their names have been presented to the appointive authorities. Who will be the next warden of Sing Sing prison?"

The Prison Association emphatically recommended the appointment of Mr. Thomas Mott Osborne or Mr. Charles H. Johnson to the wardenship. Mr. Johnson has held for approximately fifteen years important positions in social work in this State. He was at one time Secretary of the Committee of the Charity Organization Society on the Prevention of Tuberculosis. He has been in turn the superintendent of St. Christopher's Home, the Albany Orphan Asylum and the Leake and Watts Orphan Asylum. He has been honored by the Governor of the State of New York and by the Mayor of Albany by appointments on civic bodies.

Mr. Osborne was appointed warden of Sing Sing prison on November 20th. His first act was to associate with him, as his deputy warden and colleague, Mr. Johnson. The appointment of a man like Mr. Osborne to the wardenship of a State prison is without precedent in this State. His single-hearted

devotion to prison reform is attested by the fact that he has left his home and his natural interests at Auburn to assume what has frequently been called the "worst job in the State." That he has immediately recognized the importance of supplementing his own remarkable ability by the well-tested administrative experience of Mr. Johnson is a further significant action. In short, Mr. Osborne's acceptance of the wardenship of Sing Sing prison has made it impossible in the future for appointive authorities to excuse any mediocre appointment on the ground that first-grade men cannot be found for the position of prison warden.

The appointment itself became immediately one of national significance. Editorial comment throughout the country on Mr. Osborne's action was most favorable, and the lesson of the abrupt and complete separation of the administration of a prison from any political influences or intrigues was so marked as to be the dominant note of American editorial comment.

#### SING SING MUST GO.

For many years the Association has sought the abolition of Sing Sing. In 1905, the then chief executive of the Association, Dr. Samuel J. Barrows, was appointed a member of a commission to investigate the conditions of Auburn and Sing Sing prisons and to report upon the advisability of establishing new prisons in their places. Later Dr. Barrows became a member of the Commission on New Prisons, which was established in 1906 by the Legislature to build a prison to replace Sing Sing. The very unsatisfactory history of the several efforts to secure a site and to build a prison thereon have been a subject in previous reports of this Association. The abandonment of the Wingdale site for the proposed State prison in 1912 checked any construction for several years to come. Meanwhile the Prison Association, giving special attention to the development of prison farms and the honor system, foresaw the probabilities of a radical change in the principles of prison construction, and became in 1913 the exponent of a new type of State prison, to be built not in one great steel or stone mass with high stone walls, but according to a group system of buildings, economically constructed and with a minimum of steel bars. Outside cells or rooms should replace the traditional cell construction. Interior cellblocks should be done away with. The classification of inmates by means of

separate groups of buildings would make possible progressive stages in the treatment of the prisoner. While providing for a custodial division with perfectly secure and well-guarded buildings for prisoners who must necessarily be under discipline or severe restraint, the Association in 1913 proclaimed its belief in the possibility of housing a fairly large majority of prisoners in simple and economical buildings with a minimum of bolts and bars, walls and other unnecessary restraint.

Therefore, in 1914, the Prison Association, while continuing to focus its searchlight upon the disgraceful physical conditions of Sing Sing prison, urged before the Legislature and the public the creation of a prison farm with one thousand acres or more.

Despite the most vigorous publicity in legislative campaigns for years waged by the Prison Association, it was impossible to get out of the committee a bill providing for the appropriation of \$50,000 with which to undertake the purchase of a portion of the necessary acreage for a new prison. The Association, not discouraged by the defeat in 1914, and indeed encouraged that there had been no success in a counter-movement to rebuild Sing Sing, intends to conduct in 1915 an even stronger campaign for the abolition of the notorious prison on the Hudson.

The basis of our campaign for a farm industrial State prison was presented to Governor Glynn in an open letter, which we here reprint.

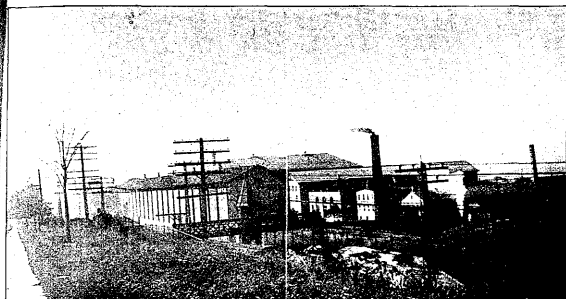
*November 1, 1913.*

His Excellency  
Governor Martin H. Glynn,  
Executive Chamber,  
Albany, N. Y.

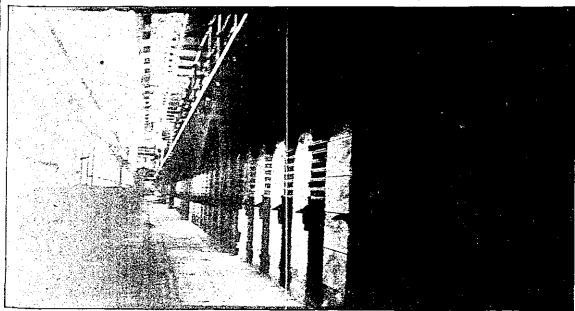
Dear Sir:

The Prison Association of New York at a meeting of its Board of Managers on May 16, 1913, passed the following resolution:

“Resolved, That it is the sense of the Executive Committee of the Prison Association that it is undesirable to rehabilitate Sing Sing prison or to rebuild it on its present site, and that any measures that may be undertaken for the relief of conditions existing there should be of a temporary character only.”



Sing Sing Prison.



Sing Sing Prison. The Lowest Tier, Cellblock West.

I beg to submit herewith a brief embodying reasons leading the Executive Committee of the Prison Association to the above conclusion.

In recent weeks the question has again arisen whether the State might not with justice to the prisoner, to the public and to itself, rebuild the cellblock at Sing Sing. The accompanying brief presents what I believe to be conclusive arguments why the rebuilding of the cellblock at Sing Sing would be a most serious injustice to the prisoners, to the public, and in the end an extravagance, from an official standpoint, to the State.

Yours very truly,

O. F. LEWIS,  
General Secretary.

1. *Thesis.*—The rebuilding of the cellblock at Sing Sing, or a decision to continue Sing Sing as one of the State prisons of New York, is based upon false economy and is in the highest degree unwise from the standpoint of modern penology.

2. *History of the movement for the abolition of Sing Sing.*—By chapter 718 of the Laws of 1905, a State Prison Improvement Commission was established to inquire as to the structural and sanitary condition of the buildings at Sing Sing and Auburn prisons and as to the advisability and cost of reconstructing and modernizing such buildings. The Commission also was to consider the advisability and cost of providing two new prison plants on new sites in the places of Sing Sing and Auburn respectively, and the advisability of providing one additional new prison for 2400 prisoners, and the estimated sums that could be realized from the sale of Auburn and Sing Sing prisons. This Commission recommended the ultimate abandonment of both Sing Sing and Auburn and their sale, and the construction of new prisons upon new sites.

It is hardly necessary to state that the reports of the State Prison Commission and the Prison Association of New York for years have condemned the physical conditions of Sing Sing prison and to a lesser degree those of Auburn. The State of New York in 1906 appointed a Commission on New Prisons. Ultimately a location at Bear Mountain on the Hudson was selected for the new prison to take the place of Sing Sing. As the Commission was about to advertise for bids, the Palisades Park project intervened. In 1910, the Legislature accepted the park offered by Mrs. Harriman and turned over to the

Palisades Park Commission the proposed Bear Mountain site and directed the Commission on New Prisons to select a new site. A new site near Wingdale, County of Dutchess, was selected. In 1912 this site was abandoned, because of its alleged unfitness as a site for a State prison.

Since then the matter has lain relatively dormant. The fact is, however, that at no time since 1906, when the State determined to build a new prison to take the place of Sing Sing, has the State given up this plan. The plan has been postponed, first, by the giving up of the Bear Mountain site, and secondly, by the abandonment of the Wingdale site. The State stands committed to the building of a new State prison to replace Sing Sing and on a new site. A Commission on New Prisons is legally established for this specific purpose.

Meanwhile the State, under the direction of the State Superintendent of Prisons, has under construction the Great Meadow Prison. This prison when completed will contain 1200 cells, but will hardly more than enable the housing of the surplus over the capacity of the present State prisons, giving one cell to each prisoner. But the problem of Sing Sing would still remain untouched.

3. *Developments in penology since 1906.*—The last seven years have been in the matter of State prison reform possibly the most important years in generations. Most striking of all has been the nation-wide development of the prison farm movement. Such a movement to put State prisons upon a wide acreage and to develop the so-called honor system must, because of its nation-wide development, be founded upon fundamental principles. The following paragraphs state, first, something of the extent of the movement, and, secondly, the reasons underlying the movement.

(a) The following States among others have recently planned or developed their State prisons upon wide acreage or are making extensive campaigns for farm prisons:

*Massachusetts* plans a farm prison to replace the Charlestown Massachusetts State prison.

Has established a prison camp for tuberculous prisoners.

Has a State Farm with many hundred acres for tramps and vagrants.

*New York's* latest State prison, Great Meadow, on 1,000 acres. Has purchased land for State Industrial Farm Colony, over 800 acres.

*New York City* has purchased over 600 acres for City Reformatory for Misdemeanants.

*New York City* has purchased some 800 acres for inebriates committed from New York City.

*Board of State Reformatory for Misdemeanants plans farm institution.*

*New Jersey* has purchased approximately 1,000 acres for prison farm to replace State prison (congregate structure similar to Sing Sing) at Trenton.

*Pennsylvania* has purchased approximately 5,000 acres for Central Prison of Pennsylvania, to replace Eastern Penitentiary and Western Penitentiary, both congregate institutions on restricted area.

*Maryland* citizens are urging prison farm to replace Maryland State Penitentiary at Baltimore (congregate institution).

*District of Columbia*, House of Correction for the District built on approximately 1,000 acres at Occoquan, Virginia.

*Ohio*. This State voted to abandon the State Penitentiary at Columbus (congregate institution) and has appointed a Commission to secure a farm site with wide acreage and to build a modern farm prison.

*Indiana*. State Prison Board planning to lease between 500 and 1,000 acres adjoining the present State Prison in Michigan City.

State Reformatory probably to be abandoned within a few years and to be supplanted by a farm reformatory.

*Illinois* to build State Prison on wide acreage.

State Prison already sending out convicts to work in a camp miles from the prison.

*Minnesota* has recently built a State Prison on wide acreage.

*Colorado* is working hundreds of prisoners taken from the State Penitentiary on road camps.

*Oregon*, similar work to that in Colorado.

*Washington*, similar work to that of Colorado and Oregon.

The southern states in general have been working their prisoners either through contract labor in mines or on the roads or on plantations. Other western states are also feeling the prison farm movement.

In short, wherever new prisons are being contemplated, the first consideration is the importance of building the prisons upon wide acreage.

*(b) Reasons governing the prison farm movement.*

(1) *Health.* There is consensus of opinion that the outdoor life for prisoners, particularly in agricultural pursuits, is healthy. Health is the first requirement in the reformatory development of a prisoner. The State of New York at Great Meadow prison furnishes the most conclusive proof of the change under favorable conditions resulting from the transfer of prisoners from Sing Sing to Great Meadow.

(2) *Habits and the honor system.*—Sing Sing has been notorious as a center of unnatural vice. Confinement in cells for more than half the day, restricted exercise, a monotonous environment, lack of diversified occupations, and the general hopelessness of prison atmosphere, have contributed to the indescribable conditions often prevailing at Sing Sing and at other prisons on the congregate plan. This condition has existed, not only when two men have been confined in a cell, but also where a large portion of a man's daily life is spent in a cell.

At Great Meadow prison the inmates are locked in their cells practically only during sleeping hours. The keepers of that prison report a remarkable freedom from unnatural vice. Warden Coddling of the Kansas State Penitentiary reported that 90 per cent of this evil was eliminated soon after his utilization of a prison farm for his State prisoners.

More important even than the development of any one good habit is the general development of the *honor system*. No subject has been more extensively discussed at the annual meetings of the American Prison Association than the excellent results of the honor system, whether on the roads in Colorado, in building prison structures at Guelph, Ontario, or in the farm work at Great Meadow, N. Y. The honor system is the greatest message yet of the twentieth century in prison reform. The honor system has developed only as the individual has had the chance to develop under the conditions approaching freedom. Such conditions do not exist at Sing Sing, but can exist in prisons on wide acreage. The honor system is the keynote of the success of Great Meadow Prison. The honor system is the best approach that the prisoner can make to normal life which he must enter on release from prison. It is the necessary period preceding the parole period. The objection that the men treated under the honor system at Great Meadow are picked men, representing the cream of the prison population, does not hold, because the honor system is never a pure honor

system for the whole population of the prison. Supervision still remains, but is in the form of guards instead of walls and is so graduated that it progresses from a period of strict supervision to one of practically, though not absolutely, unrestricted freedom. The introduction of the honor system is not inconsistent with complete supervision where desirable.

3. *Classification.*—Another fundamental principle of newer prison and reformatory methods is classification. This means that so far as possible prisoners requiring like treatment shall be classified and dealt with in reasonably small groups. Formerly, every prisoner was dealt with in practically the same way. In those days the great cellblocks like that of Sing Sing for 1,200 men were built. To rebuild the cellblock for 1,200 men at Sing Sing is to defeat one of the greatest principles of present-day prison reform, namely, adequate classification. The newest prisons are so constructing their buildings that there will be the chance to separate prisoners into groups. The newest prison, to take the place of Sing Sing, should be constructed in this manner.

It is not sufficient to say that by a proper distribution between the four prisons adequate classification can be produced. Any modern prison warden will testify as to the impossibility of such a very limited classification. One of the most serious difficulties that Elmira Reformatory now faces is the impossibility of classifying its prisoners according to the best principles of reformatory treatment. The reconstruction of the cellblock in Sing Sing on the present site would make facilities for classification very difficult if not impossible.

4. *Diversified occupations.*—In a prison on wide acreage there can be most varied and extensive agricultural and industrial occupations. None of the industries now existing at Sing Sing need to be abandoned in a new prison, whereas all the necessary agricultural industries can be added, which cannot be the case at Sing Sing. It is not possible to utilize the restricted acreage at Sing Sing outside the prison for the varied occupations on the honor system. The State Commission of Prisons says that the farming work, which is now exceedingly slight, could be but slightly increased. Only about fourteen acres are now under cultivation. There is an abandoned stone quarry at Sing Sing. This represents the limit of outside pursuits.

On the other hand, a prison on wide acreage would admit

of all-the-year-round outdoor work, employing more men in summer on the land and more men in winter at the industries. With a State market, estimated in its possibilities as between \$2,000,000 and \$20,000,000, a State prison having both agricultural and industrial occupations could be kept at the maximum of its efficiency. Such a prison also would give far wider opportunity for employment for prisoners who for various reasons could not be engaged in the shops, or, vice versa, on the land.

5. *Discipline.*—Discipline at Sing Sing Prison has been notably difficult, culminating in the mutiny of last summer. Difficulties of discipline are conditioned not by any one element, such as the old cellblock, but by a combination of elements. It cannot be in any way expected that the substitution of a new cellblock will completely eliminate the serious conditions in respect to discipline which have prevailed at Sing Sing. Disciplinary difficulties, on the other hand, at Great Meadow Prison are practically non-existent. No use is made of dark cells, and, to a considerable degree, the prisoners on the honor system discipline each other, not physically but by persuasion and example. Wardens report in general that disciplinary troubles disappear in large measure as prisons can develop the honor system and have the healthy outdoor and varied occupations of a farm industrial prison.

6. *Attitude of the State.*—The attitude of the public of this State was never more clearly shown than last summer when the press was practically unanimous in urging the abolition of Sing Sing and the substitution thereof of a farm industrial prison on wide acreage. Sing Sing has long been notorious, justly or unjustly. There comes a time when the public in general demand that a change be made. Such a time has come in connection with Sing Sing.

Furthermore, the attitude of a very large number of people living in Ossining and adjoining towns is strongly adverse to the retention of the prison at its present site.

7. *The expense.*—This item has been deferred until late in the argument, because, while the expense of a new prison is not inconsiderable, the State of New York has not hesitated in its treatment, for instance, of the insane or of its poor to incur reasonable expenses for the proper treatment of its wards.

The argument for the retention of Sing Sing is based almost solely on the question of expense. It was, however, estimated

by the State Architect over a year ago that to build a new cellblock in Sing Sing would cost over \$1,000,000. In the opinion of the Board of Managers of the Prison Association, such an investment of a million dollars would be a matter of most serious regret, within five years, to the State of New York.

It has been argued that a new State prison would cost from three to four million dollars. Such estimates are, without doubt, wide of the mark. Prison administration during the last few years has shown that many prisoners can be placed on honor and can be housed in buildings of very moderate cost. It is a very serious question why a new State prison built upon the group system and housing one thousand men could not be built for, at the most, a million and a half dollars. If that is too low an estimate and \$2,000,000 were assumed as the necessary cost, the figures could be very likely kept within that estimate by the utilization in large measure of prison labor in the construction of the cell buildings and of the other necessary buildings. That prison labor in this State can be used cheaply and with good effect is shown in the construction of Napanoch Reformatory, where all buildings of a nearly complete reformatory institution have been built by prison labor at a cost estimated by the Superintendent of the Napanoch Reformatory at about two-thirds of what the cost would have been if built by contract.

Moreover, this expense for a new prison could be reduced by the sale of the site at Sing Sing and of the forty or more acres not occupied by the prison buildings. If the site is an advantageous one for the prison from the standpoint of freight and transportation, it is of equal value for private ownership, and the land is also all the more valuable. Arguments are made that Sing Sing is near New York City, and that the cost of transportation for relatives and friends to visit prisoners would be greater if the prisoners were further away from New York. This is quite true, but members of a family who really care for their imprisoned relatives would naturally desire to have their relatives living under the most healthy and advantageous conditions in preparation for their life outside prison walls.

Freight rates, to be sure, might be a little cheaper, but such considerations have not prevented the score of States mentioned under subject number 3 from planning to place their new prisons where the greatest advantage will accrue to the prisoner, and consequently, ultimately to the State.



Arguments in favor of the farm prison might be continued and reinforced with many specific citations. The undersigned believes, however, that the foregoing brief, containing a number of the most fundamental arguments, will convince His Excellency the Governor of this State, that the question of the abolition of Sing Sing should be most seriously considered, and that under no circumstances should the mere ground of expense and the apparent saving of a sum of money to the State be regarded as a determining factor.

The people of this State and the press of this State have spoken in no uncertain terms their desire and belief that Sing Sing should cease to be and that a new prison on wide acreage should be built. In this matter I am convinced that the leading wardens and the leading criminologists of this country will agree.

O. F. LEWIS,

General Secretary,  
Prison Association of New York.

During the year 1914 the Association has developed still further a plan for a State prison constructed on the so-called progressive system along the lines in general of the outline tentatively presented in the report of the Association for 1913. We reprint, therefore, pages 93 to 96 of our last annual report.

*A Proposed New State Prison for New York.*

The State of New York has been committed to the erection of a new State prison in place of Sing Sing. We submit herewith the suggestion of a plan of construction of the proposed prison which will meet the special problems of a State prison that adds to the modern prison the successful results of the administrative experience gained from juvenile institutions.

In short, the plan proposed seems to combine the best features of the so-called congregate system with the best features of the so-called cottage system or group system.

The "Lay-out."—In describing the proposed prison it will be assumed that the plan is before us and the description will present the institution as though already existing.

The farm industrial prison occupies an acreage of approximately 1,500 acres. The prison is not constructed all in one place; instead, there are four groups of buildings as follows:

- (a) The Custodial Group
- (b) The "Stockade" Group
- (c) The Intermediate Group
- (d) The Honor Group

The fundamental purpose of the farm industrial prison now being described is to furnish all possible chance to each prisoner to become an honest, earnest, self-supporting citizen upon his release. Assuming that the main purpose of imprisonment is the protection of society, both during the imprisonment and the subsequent release and discharge of the prisoner, this farm industrial prison aims to furnish all necessary opportunities for advancement from group to group, a privilege which must be earned by the prisoner himself. Therefore a description of the groups and their functions now follows:

*Custodial Group.*

This group contains, among other buildings, the following:

1. Administration building
2. Reception and observation building
3. Disciplinary building
4. Shops
5. Chapel, assembly and school building
6. Dining-rooms and kitchen
7. Power-plant and laundry

These buildings are grouped around a hollow square and in their turn are all surrounded by a high prison wall.

The administration building serves the purpose indicated by its name. The reception and observation building receives all prisoners, holds them for study and observation, and what might be called their punitive period. This may last weeks or even months. The construction is the so-called outside-cell or room construction. Escape is prevented through the use of tool-proof steel and by the outer wall surrounding the buildings in this group. The disciplinary building serves as a prison building for those prisoners of normal mind who refuse to respond to the system of the farm industrial prison. It is essentially the disciplinary center of the institution. It is also built on the outside cell plan.

Many of the shops, forming at least one side of the hollow

square and occupying such other space elsewhere as is necessary, are included in the Custodial Group, because many of the prisoners under discipline are given hard labor in the shops. The other buildings in this group explain their purpose sufficiently.

*"Stockade Group."*

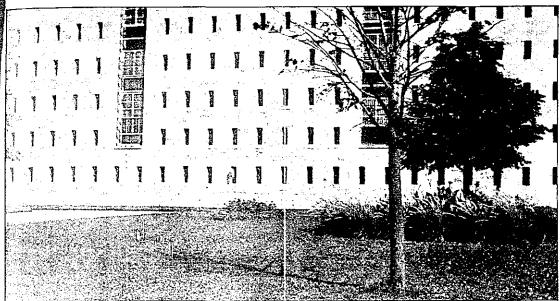
These and the two succeeding groups are features which differentiate the proposed State prison from existing prisons. The three groups now to be described represent stages in the progress of the normal prisoner toward liberty.

After having served a proper time and with good behavior in the Custodial Group, the prisoner is promoted to the Stockade Group. Here he lives in a dormitory or in a cellblock, the latter, however, having outside cells. The stockade is only a high fence, high enough to prevent his ready escape. There is abundant opportunity within the stockade to exercise and to play. The buildings in the stockade group are built of brick or concrete or possibly of wood. They are relatively inexpensive, as are the buildings in the other groups. The Intermediate Group and the Honor Group have been built by the prisoners themselves with little, if any, outside assistance.

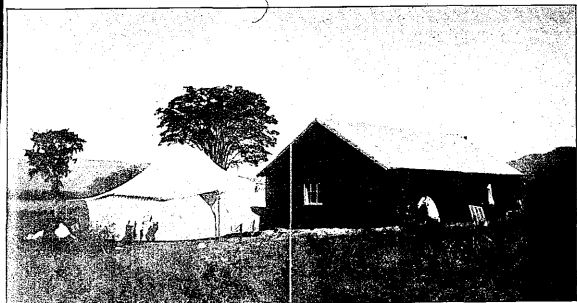
The men in the Stockade Group are not yet long enough in prison or well enough known to the officials to be trusted to any considerable degree. Consequently, although they go to the shops and also to the varied occupations of the farm, they go under a considerable guard. In the Stockade Group there are no distinct punishments except deprivations of privileges. The reward in the Stockade Group will come ultimately through promotion to the Intermediate Group. If a Stockade Group inmate proves his inability to respond properly to the privileges of the group, he is demoted to the disciplinary building of the Custodial Group, but with the privileges of earning his way out into the Stockade Group again.

*The Intermediate Group.*

This group has no stockade. It consists of one or more groups of farm buildings and lies more than a mile from the Custodial Group. The men here live a semi-family life. They are engaged both in industrial and agricultural pursuits. They need relatively little guarding. The guards are especially picked for their personality and ability to get along with their



Sing Sing Prison. The Outer Wall of the Cellhouse.



Road Work Camp. Men from Great Meadow Prison.

fellow men. The buildings are simple, economically furnished and are the product in very large measure of the men themselves. It is a matter of pride to the men to construct better conveniences for themselves.

*The Honor Group.*

Here a picked group of men, who have been especially trustworthy and deserving, live under circumstances often as satisfactory as they have enjoyed on the "outside," except that they are under regular but light supervision. These men are already occupying a position of distinction among the other prisoners. Frequently they are called upon to direct certain of the prison's activities. They are allowed a considerable variety of privileges, can frequently communicate with the outside world and are even sent away from the prison on errands of trust. They are responsible for not a little of the routine work of the prison, particularly in the shipping of articles to other institutions.

And so the plan might be amplified. Its claim to feasibility is based on the proven fact that the Great Meadow State prison, having only a part of the advantages that the proposed prison enjoys, has already achieved some of these results. The details naturally must be worked out.

Undoubted advantages are the following: Economy, extended classification, health, development of honor, normal and varied occupations, prison system based on privileges and deprivations instead of punishments, logical development toward a normal life outside, introduction of varied agricultural pursuits.

*Economy.*—One of the strongest arguments against State prisons as heretofore constructed has been their enormous cost. The proposed State prison at Wingdale would ultimately have cost \$3,000,000. The State prison as outlined in the above plan ought to be built complete for not more than half that sum. This saving would be largely in the nature of the buildings constructed. Six years ago a plan of this sort would have been almost impossible to justify, because it is only recently that the surprising results of the honor system have been made manifest.

It would probably be possible to lodge, as time goes on in a prison sentence, the majority of prisoners in relatively inexpensive structures under close supervision, but also under pledges that they would not attempt to escape. Indeed, from

Comstock, State prisoners have been sent practically without guards to cultivate farms at Valatie and at Wingdale.

*Conclusion.*—Arguments in favor of a farm industrial prison might be continued at great length. The chief claim of such a prison, aside from the factors above mentioned, would be that it would give to the warden of the prison an exceptional range of opportunity to deal with the individual prisoner. His system would run the gamut from the strictest disciplinary custodial care to the broadest possible development of the honor system.

#### FARM PRISONS AND FARM COLONIES.

The "back-to-the-land" movement in prison reform, of which the fundamental principle is that every correctional institution should have plenty of acreage upon which, not only to "grow crops," but to "grow men," has made marked headway in this State during 1914, although neither Sing Sing nor any of the several correctional institutions already established by law have materially progressed toward a modern farm industrial institution, except Great Meadow Prison. Great Meadow Prison, located several miles south of Whitehall in Washington County, N. Y., has continued to attract wide attention under the wardenship of William J. Homer. This prison has been so thoroughly described in previous reports of the Prison Association that it is sufficient to state at this time simply that Great Meadow prison consists of about 1,000 acres of land, on which very varied farming operations are conducted, and of a collection of prison buildings partially completed. The structural equipment and plans for Great Meadow prison present nothing radically different from the newest prisons of other States. A huge cellblock, to contain 1,200 cells, of which 600 are already completed and in use, will be the central architectural feature. One small building has served for several years as the administration building, kitchen, mess hall, chapel, etc. During the year the second half of the cellblock has been in process of construction and a building containing the dining-room, kitchen and laundry are nearing completion.

The feature of Great Meadow that has attracted widespread attention throughout the country is the *method* pursued at that institution, rather than the structural equipment or the extent of land. There are no surrounding walls. A

stockade some 12 feet in height shuts off immediate egress from the small yard between the two already completed buildings. A large majority of the inmates have occupations daily away from the prison. Some crews have even worked on the water supply, several miles away from the prison, and during 1914 several road camps have been maintained by the prison, one, for instance, at Warrensburg in Warren County, and one in the northern part of Essex County, in the mountains.

In short, Great Meadow Prison has served a national purpose in evidencing the extreme lengths to which prisoners may be trusted outside of a prison enclosure. There have been since the advent of Warden Homer in 1912 only seven complete escapes from the prison, although on any day it has been possible for a large proportion of the prisoners to run away. Nowhere in the East has better proof been presented of the possibility of holding prisoners by something stronger than prison walls and prison bars. Nevertheless, the enthusiastic champion of a more modern, more humane treatment of prisoners must not be misled by the often amazing results obtained by "taking chances" with a prison population. While it is overwhelmingly true that both at Auburn and at Great Meadow Prisons, with exceptional chances to escape, the prisoners nevertheless take practically no advantage of the opportunity, it is also true that the average prisoner balances his problem, debating the "pros and cons," and decides that it is better to keep his word than to break it.

In other words, the prisoner recognizes a combination of motives inhibiting him from attempting an escape. He has been dealt with "on the level" by the warden, and his sense of justice is appealed to; he has received greater privileges, one of them being the very chance to escape, and with greater privileges the poignancy of his physical discomfort in prison is lessened and a slightly decreased motive for escape is given. The variety of his life is increased; he is out in the air, in the sunlight, in the field, doing healthful and not too arduous work. He is associating with his kind in a normal relationship, not a sordid, mechanical, factory relationship. He comes in touch with nature; he is interested in the animals, the cattle, the crops. The variety of his impressions increases the variety of his thoughts. His mind is not so frequently

forced in upon itself. He finds that the world in which he works *is* the world outside, although he is prevented from working in it with entire liberty or beyond a certain boundary; and further than that — and the most important of reasons apart from the pledge he has given — he knows that if he attempts to escape, the chances are very great that he will be recaptured, and that if he is recaptured, his stay in prison will be considerably lengthened, and that he will forego the privileges which he is at the time enjoying. In short, all the above elements, and many more, are to be taken into consideration in a proper estimation of the honor system and its significance.

#### ROAD WORK BY STATE PRISONS.

During 1914 the State prisons have gone into road work to a greater extent than ever before. Each of the four State prisons had anywhere from one to ten road camps operating at some time during the season. Undoubtedly this amount of activity is to be attributed to the close cooperation between the State Highway Commissioner, John G. Carlisle, and the State Superintendent of Prisons, John B. Riley. Superintendent Riley's interest in road work has not only made possible the extension of that work during the past season, but has given such occupations a status and prominence which assures future extension.

Almost every form of highway work has been carried on by the State prisons on every kind of road under the most varied conditions, ranging from the most unskilled labor to practically an expert knowledge of road work. In the three State prisons, Great Meadow, Auburn and Clinton, a total of twenty road gangs worked in twenty-four different localities. The average duration of the road gangs has been 82 days, each gang comprising an average of 17 to 36 men. There was a constant flux of prisoners to and from the gangs, in order to give as large a number of prisoners as possible the opportunity for such occupation. A total of 624 prisoners from these three State prisons have enjoyed the opportunity of road labor. In all cases there was one prison official in charge of the gang, assisted, with a few exceptions, by one or two local watchmen employed for that purpose.

While the information as to the mileage of roads affected by prison labor is not completely available, the three prisons

REDUCTION  
RATIO  
CHANGE(S)  
WITHIN  
TITLE

SUMMARY — STATE PRISON ROAD WORK.

Name of Prison.	Number of gangs.	LOCATION OF CAMPS.	Date when work began.	Date when work ceased.	Duration.	Average number per camp.	Total number per camp or gang.	Prison officials per camp (not gang, when one gang was at several camps).	Highway officers per camp.	Contributions of various kinds by local authority or Highway Department.	Contributions by Prison Department.	Mileage done by each camp.	Number of escapes retraced.	Number of escapes not retraced.	Remarks.
Auburn prison.	1	Fleming (Cayuga county)	July 10, 1914	Nov. 7, 1914	120 days	26	26	One officer, two foremen	None (See remarks)	Town supplied quarters and additional food, tobacco, milk, eggs, vegetables, tools and machinery.	Food, clothing, supervision, etc.	2 miles			A large amount of grading and cutting, construction of bridges and culverts was also done; the work varied very much from camp to camp. Town supervisors supervised work.
	1	Bethau (Cayuga county)	July 17, 1914	Nov. 17, 1914	134 "	26	31	One officer, two foremen	None	" " " "	" " "	2-3 miles			
	1	Ira (Cayuga county)	July 23, 1914	Oct. 20, 1914	90 "	18	18	One officer, two foremen	None	" " " "	" " "	12 mile			
	1	Morland (Cayuga county)	July 29, 1914	Nov. 5, 1914	99 "	18	20	One officer, two foremen	None	" " " "	" " "	1 mile			
	1	Thorp (Cayuga county)	Aug. 1, 1914	Oct. 27, 1914	84 "	18	23	One officer, two foremen	None	" " " "	" " "	6 1/2 miles			
	1	Ledyard (Cayuga county)	Aug. 11, 1914	Nov. 20, 1914	90 "	26	25	One officer	None	" " " "	" " "	12 mile			
	6	6 camps			617 days	96.6	177	5 officers, 10 foremen				147 1/2 miles		1	
Clinton Prison.	1	Ellensburg (Clinton county)	May 28, 1914	June 24, 1914	27 days	30	30	One guard, two local guards	None	Milk, butter, fruit, etc., house, tools, etc.	General maintenance	2 miles		1	
	1	Ellensburg (Clinton county)	June 24, 1914	Sept. 5, 1914	73 "	30	23	One guard	None	" " " "	" " "	1 1/2 mile		1	
	1	Blackbank (Clinton county)	Sept. 23, 1914	Oct. 24, 1914	45 "	30	19	One guard	None	" " " "	" " "	3 miles			
	1	Avonle (Essex county)	Aug. 27, 1914	Sept. 25, 1914	31 "	33	19	One guard, two local guards	None	" " " "	" " "	3 miles			
	1	Stuyvesant Falls (Essex county)	June 2, 1914	Oct. 22, 1914	143 "	20	20	One guard, two local guards	None	" " " "	" " "	11 miles		1	
	1	Belmont (Franklin county)	June 5, 1914	Sept. 27, 1914	112 "	20	20	One guard, two local guards	None	" " " "	" " "	3 miles			
	1	Thibault (Clinton county)	June 15, 1914	Oct. 6, 1914	84 "	15	20	One guard, two local guards	None	" " " "	" " "	3 miles			
	1	Danvers (Clinton county)	June 27, 1914	Oct. 21, 1914	148 "	22	41	One guard, two local guards	One inspector	" " " "	" " "	4 miles			Carricks returned to prison daily.
	1	Albion (Clinton county)	June 27, 1914	Oct. 21, 1914	148 "	22	41	One guard, two local guards	One inspector	" " " "	" " "	4 miles			
	1	Danvers (Clinton county)	June 27, 1914	Oct. 21, 1914	148 "	22	30	One guard, one local guard	None	" " " "	" " "	3 miles			
	8	10 camps			567 days	27.88	215	9 guards, 23 local guards				101 miles		1	2
Great Meadow Prison.	1	Tionawaga	June 24, 1914	Aug. 16, 1914	56 days	15	15	One prison official, one local watchman		Quarters, sugar, milk, butter and eggs.	All else.	1 mile			Work done on State, county and town highways.
	1	Graphite	Aug. 26, 1914	Oct. 19, 1914	55 "	15	15	One prison official, one local watchman		Quarters by town.	"	7 "			
	1	Wareneburg	May 29, 1914	Aug. 11, 1914	74 "	20	20	One prison official, one local watchman		"	"	7 "			
	1	North River	Aug. 21, 1914	Oct. 19, 1914	60 "	18	18	One prison official, one local watchman		"	"	1 mile			
	1	Comerile	July 21, 1914	Sept. 16, 1914	75 "	21	21	One prison official, one local watchman		"	"	7 "			
	1	Lewis	Aug. 16, 1914	Sept. 13, 1914	28 "	20	20	One prison official, one local watchman		"	"	7 "			
	1	Minerville	Sept. 11, 1914	Oct. 18, 1914	35 "	16	16	One prison official, one local watchman		"	"	7 "			
	1	Stratton Lake	July 21, 1914	Sept. 13, 1914	52 "	15	15	One prison official, one local watchman	One engineer	"	"	2 miles			
1	Fort Ann	Sept. 15, 1914	Dec. 9, 1914	86 "	20	20	One prison official, one local watchman	One engineer	"	"	7 "				
	6	10 camps			544 days	27.5	212	Six prison officials, six local watchmen.	One engineer			1		3	
Grand total, three prisons excluding Sing Sing.	30	34 camps			Av. 82	27.95	624	21 prison officials, 29 local watchmen.				1		3	
Sing Sing Prison.	1	Paleville (Greene county)	July 17, 1914	Dec. 5, 1914		45		Four guards	Three officials, twelve laborers	Highway Department supplied everything.	Nothing.	4 miles		1	Work done under general supervision of D. H. Wait, Division Engineer, White Plains, New York.

\* Except during out months.



SUMMARY — STATE PRISON ROAD WORK.

Name of Prison.	Number of gangs.	LOCATION OF CAMPS.	Date when work began.	Date when work ceased.	Duration.	Average number per camp.	Total number per camp or gang.	Prison officials per camp (per gang, when one gang was at several camps).	Highway officers per camp.	Contributions of various kinds by local authority or Highway Department.	Contributions by Prison Department.	Mileage each.
Auburn prison.....	1	Fleming (Cayuga county).....	July 10, 1914	Nov. 7, 1914	120 days....	16	34	One officer, two foremen.....	None (See remarks)	Town supplied quarters and additional food, tobacco, milk, eggs, vegetables, tools and machinery.	Food, clothing, supervision, etc.	2 miles....
	1	Brutus (Cayuga county).....	July 17, 1914	Nov. 17, 1914	124 "....	16	33	One officer, two foremen.....	None.....	" " " " " "	" " " "	2½ miles....
	1	Iva (Cayuga county).....	July 22, 1914	Oct. 29, 1914	100 "....	18	42	One officer, two foremen.....	None.....	" " " " " "	" " " "	1½ miles....
	1	Meridian (Cayuga county).....	July 29, 1914	Nov. 5, 1914	99 "....	18	20	One officer, two foremen.....	None.....	" " " " " "	" " " "	1 mile....
	1	Throop (Cayuga county).....	Aug. 5, 1914	Oct. 27, 1914	84 "....	16	23	One officer, two foremen.....	None.....	" " " " " "	" " " "	6½ miles....
	1	Ledyard (Cayuga county).....	Aug. 12, 1914	Nov. 10, 1914	92 "....	16	25	One officer.....	None.....	" " " " " "	" " " "	1½ miles....
	6	6 camps.....			617 days....	16.6	177	6 officers, 10 foremen.....				16½ miles....
Clinton Prison.....	1	Ellenburgh (Clinton county).....	May 28, 1914	June 24, 1914	27 days....	20	30	One guard, two local guards.....	None.....	Milk, butter, fruit, etc., house, tools, etc.	General maintenance.	2 miles....
	1	Ellenburgh (Clinton county).....	June 24, 1914	Sept. 5, 1914	73 "....	20	23	One guard.....	None.....	" " " " " "	" " " "	1½ miles....
	1	Blackbrook (Clinton county).....	Sept. 20, 1914	Oct. 24, 1914	45 "....	13	13	One guard.....	None.....	" " " " " "	" " " "	1 mile....
	1	Asable (Essex county).....	Aug. 27, 1914	Sept. 27, 1914	31 "....	13	13	One guard, two local guards.....	None.....	" " " " " "	" " " "	3 miles....
	1	Schuyler Falls (Essex county).....	June 2, 1914	Oct. 22, 1914	143 "....	20	39	One guard, two local guards.....	None.....	" " " " " "	" " " "	11 miles....
	1	Peru (Clinton county).....	June 5, 1914	Oct. 2, 1914	111 "....	20	39	One guard, two local guards.....	None.....	" " " " " "	" " " "	3 miles....
	1	Belmont (Franklin county).....	June 5, 1914	Sept. 23, 1914	111 "....	20	39	One guard, two local guards.....	None.....	" " " " " "	" " " "	3 miles....
	1	Ellenburgh (Clinton county).....	June 15, 1914	Oct. 6, 1914	84 "....	15	20	One guard, two local guards.....	None.....	" " " " " "	" " " "	3 miles....
	1	Dannemora (Clinton county).....	June 15, 1914	Oct. 6, 1914	84 "....	15	20	One guard, two local guards.....	None.....	" " " " " "	" " " "	3 miles....
	1	Altona (Clinton county).....	May 27, 1914	Oct. 31, 1914	148 "....	22	41	One guard, two local guards.....	One inspector.....	" " " " " "	" " " "	4 miles....
	1	Dannemora (Clinton county).....	June 11, 1914	Oct. 31, 1914	143 "....	13	39	One guard, one local guard.....	None.....	" " " " " "	" " " "	3 miles....
		8	12 camps.....			805 days....	17.88	235	9 guards, 15 local guards.....			
Great Meadow Prison.....	1	Ticonderoga.....	June 24, 1914	Aug. 16, 1914	56 days....	18	28	One prison official, one local watchman.....		Quarters, sugar, milk, butter and eggs.	All else.	½ mile....
	1	Graphite.....	Aug. 16, 1914	Oct. 10, 1914	55 "....	15	28	One prison official, one local watchman.....		Quarters by towns.....	"	7.....
	1	Warrensburgh.....	May 10, 1914	Aug. 11, 1914	94 "....	20	77	One prison official, one local watchman.....		" " " " " "	"	1 mile....
	1	North River.....	Aug. 21, 1914	Oct. 15, 1914	62 "....	18	23	One prison official, one local watchman.....		" " " " " "	"	7.....
	1	Keeseville.....	July 13, 1914	Aug. 16, 1914	35 "....	21	21	One prison official, one local watchman.....		" " " " " "	"	2 miles....
	1	Lewis.....	Aug. 16, 1914	Sept. 13, 1914	28 "....	20	23	One prison official, one local watchman.....		" " " " " "	"	7.....
	1	Mineville.....	Sept. 13, 1914	Oct. 18, 1914	35 "....	16	21	One prison official, one local watchman.....		" " " " " "	"	2 miles....
	1	Saratoga Lake.....	July 23, 1914	Sept. 12, 1914	52 "....	15	23	One prison official, one local watchman.....		" " " " " "	"	7.....
	1	Fort Ann.....	Sept. 15, 1914	Dec. 9, 1914	86 "....	20	40	One prison official, one local watchman.....	One engineer.....	" " " " " "	"	7.....
	1	Granville.....	June 27, 1914	Sept. 5, 1914	41 "....	13	21	One prison official, one local watchman.....		" " " " " "	"	7.....
	6	10 camps.....			544 days....	17.6	212	Six prison officials, six local watchmen.....	One engineer.....			7.....
Grand total, three prisons excluding Sing Sing.	20	24 camps.....			Av. 82.....	17.36	624	21 prison officials, 29 local watchmen..				7.....
Sing Sing Prison.....	1	Palenville (Greene county).....	July 17, 1914	Dec. 5, 1914		45		Four guards.....	Three officials, twelve laborers.	Highway Department supplied everything.	Nothing.	½ mile....

\* Except during one month.

SUMMARY — STATE PRISON ROAD WORK.

Station.	Average number per camp.	Total number per camp or gang.	Prison officials per camp (per gang, when one gang was at several camps).	Highway officers per camp.	Contributions of various kinds by local authority or Highway Department.	Contributions by Prison Department.	Mileage done by each camp.	Number of escapes returned.	Number of escapes not returned.	Remarks.	
Pr. ....	16	34	One officer, two foremen.....	None (See remarks)	Town supplied quarters and additional food, tobacco, milk, eggs, vegetables, tools and machinery.	Food, clothing, supervision, etc.	2 miles.....	.....	.....	A large amount of grading and cutting, construction of bridges and culverts was also done; the work varied very much from camp to camp. Town superintendents supervised work.	
.....	16	33	One officer, two foremen.....	None.....	" " " " " "	" "	2½-3 miles.....	.....	.....		
.....	18	44	One officer, two foremen.....	None.....	" " " " " "	" "	14 miles.....	.....	.....		
.....	18	30	One officer, two foremen.....	None.....	" " " " " "	" "	1 mile.....	.....	.....		
.....	16	23	One officer, two foremen.....	None.....	" " " " " "	" "	6½ miles.....	.....	.....		
.....	16	25	One officer.....	None.....	" " " " " "	" "	1½ mile.....	.....	.....		
Pr. ....	16.6	177	6 officers, 10 foremen.....	.....	.....	.....	14½ miles.....	.....	1		
Pr. ....	20	30	One guard, two local guards.....	None.....	Milk, butter, fruit, etc., house, tools, etc.	General maintenance.	2 miles.....	.....	1		
.....	20	23	One guard.....	None.....	" " " " " "	" "	1½ mile.....	1	.....		
.....	13	13	One guard, two local guards.....	None.....	" " " " " "	" "	2 miles.....	.....	.....		
.....	20	39	One guard, two local guards.....	None.....	" " " " " "	" "	11 miles.....	.....	1		
.....	20	39	One guard, two local guards.....	None.....	" " " " " "	" "	3 miles.....	.....	.....		
.....	15	20	One guard, two local guards.....	None.....	" " " " " "	" "	3 miles.....	.....	.....		
.....	22	41	One guard, two local guards.....	One inspector.....	" " " " " "	" "	4 miles.....	.....	.....	Convicts returned to prison daily.	
.....	13	30	One guard, one local guard.....	None.....	" " " " " "	" "	3 miles.....	.....	.....		
Pr. ....	17.88	235	9 guards, 13 local guards.....	.....	.....	.....	29½ miles.....	1	2		
Pr. ....	18	28	One prison official, one local watchman.....	.....	Quarters, sugar, milk, butter and eggs.	All else.	¾ mile.....	.....	.....	Work done on State, county and town highways.	
.....	15		.....	.....	.....	.....	.....	.....	.....		
.....	20		.....	.....	.....	.....	.....	.....	.....		
.....	18		77	One prison official, one local watchman.....	.....	Quarters by towns.....	"	7.....	.....		.....
.....	21		.....	.....	.....	" " " " " "	"	1 mile.....	.....		.....
.....	20		23	One prison official, one local watchman.....	.....	" " " " " "	"	7.....	.....		.....
.....	16		.....	.....	.....	" " " " " "	"	.....	.....		.....
.....	15		23	One prison official, one local watchman.....	.....	" " " " " "	"	2 miles.....	.....		.....
.....	20		40	One prison official, one local watchman.....	One engineer.....	" " " " " "	"	7.....	.....		.....
.....	13		21	One prison official, one local watchman.....	.....	" " " " " "	"	7.....	.....		.....
Pr. ....	17.6	213	Six prison officials, six local watchmen.....	One engineer.....	.....	.....	.....	.....	.....	No definite arrangements have been made for work in 1915.	
.....	17.36	624	21 prison officials, 29 local watchmen.....	.....	.....	.....	7.....	1	3		
.....	45	.....	Four guards.....	Three officials, twelve laborers.	Highway Department supplied everything.	Nothing.	¾ mile.....	.....	2		Work done under general supervision of B. H. Wait, division engineer, White Plains, New York.

referred to have covered probably over fifty miles during the season. Altogether, only five prisoners escaped, of whom one was returned, while the others are, at the writing of this report, still at large.

In most cases the towns or other communities for whom road work was done by the prisoners furnished to such prisoners sleeping quarters if necessary, also sugar, milk, butter, eggs, tobacco, vegetables, and in some cases tools and machinery. There seems to have been no definite arrangement made, other than on the one hand the request by the town or other local authorities for labor, and on the other hand the supply of prisoners by the nearest prison. In one case only did an inspector from the Highway Department make more or less regular visits to the road camp, and on one stretch of road, prisoners were returned daily to the prison instead of being camped outside. The road work done by Sing Sing prisoners is for many reasons not fairly comparable with that of the other prisons. Only one camp was sent out from that prison, averaging about 45. The total number of prisoners sent out to the camp was 79. The work was carried on on a stretch of road approximately four miles long. The details may be found in the inspection report in Part Two.<sup>1</sup> Four prison officials were on constant duty in addition to three highway officials and approximately twelve day laborers. Practically every expense was covered by the highway department, and during the season extending from July to November approximately one-half mile of road was brought to the point where macadam can be applied. It was not a movable camp in the sense that the other State prison camps were. It was very much more of a unit than any other road work done by State prisons.

The accompanying chart gives most of the important information concerning the work at the various road camps of the State prisons. For many columns it was impossible to total the figures, because of the lack of complete information on the subject, yet a fairly definite picture may be gained from that table of the State prison road-work of the year.

The information for Sing Sing is not entered into the grand total, because the conditions of work and the nature of the organization of that road camp were entirely different from other prisons.

<sup>1</sup> Page 216.

A brief statement concerning each prison will suffice to sum up the work.

*Auburn Prison.*—Auburn Prison was allowed \$12,500 as its share of the appropriation of \$50,000 made by the Legislature for the purpose of working prisoners on the roads. The work was done in the towns indicated on the chart. Two of these agreed to furnish the money for team hire; for the others the prison furnished the same.

All the towns are situated in Cayuga county. Living quarters, a certain amount of milk and butter each day, and all the tobacco were furnished by the towns.

The roads for improvement were selected by the towns, and they were generally those which the towns with their own labor could not have afforded to repair. Great satisfaction was expressed by the town superintendents of highways with the work of the prisoners. In fact, it was stated that the prisoners showed greater interest, and accomplished more, than the average outside laborer engaged in that class of work. Some of the men had but a short time to serve, so that a large number of men were able to benefit by the work.

One difficulty was the distance of the roads from the camp-house, which in some cases necessitated an eight-mile walk from place to place.

Most towns had their own road-making machinery, where such machinery was necessary, but the bulk of the work was done by pick and shovel. Where gravel roads were built the gravel had to be hauled for a considerable distance.

The warden states that the character of the meals was entirely in the discretion of the cook. The prison sent out fresh meat, corned beef, pork, or fish, wherever ordered by the officers of the camp. This was part of the regular prison supply, which was supplemented in camp by chicken and other food stuffs obtained from townspeople. A quart of milk per man per day was also given.

*Great Meadow Prison.*—All the road work of the road camps from Great Meadow Prison has been practically the repairing of existing highways, with the exception of only one mile of new road built at Keeseville. The arrangement made with each town in which the men worked was that the town officials would furnish to the men sleeping quarters in either tents or permanent buildings, and the butter, eggs, and milk that the men should require. All other articles of maintenance were

supplied by the prison. No definite arrangements for road work in 1915 have been made. No aid of any kind has been received from the State Highway Department, except inspection by an engineer for a short time on the road at Fort Ann. All three classes of roads, namely, State, county and town, were included under this repair work. They were usually gravel roads, but about two miles of stone road were constructed along the shore of Saratoga Lake.

*Clinton Prison.*—Very diversified and difficult road work was successfully accomplished by the various camps of this prison. The report of Mr. H. O. Schermerhorn, Division Engineer, concerning this work, states that most of it consisted of grading, widening and shaping of roads, often with road machines. Ditches were deepened and culverts provided for drainage; often hills were cut down. Mr. Schermerhorn states that the work was performed in workmanlike manner and that its quality compared favorably with similar work done by free labor. The men were quartered either in tents or in vacant cabins, along the roads. The discipline was excellent and the attitude of the residents in the vicinity friendly and interested. On the whole, the Highway Department seemed very well pleased with the results.

A careful tabulation was made of the most important aspects of this road work by the Highway Department. It is noteworthy that the highest cost per mile on any road was \$1,700; the lowest, \$206, while the average seems to be well below \$500.

Unqualified success may therefore be the verdict of the road work at Great Meadow, Clinton and Auburn prisons.

*Sing Sing Prison.*—A full statement of the Sing Sing road work has been given in the inspection of road camps in Part Two<sup>1</sup> of this report.

On account of the extraordinary expenditures with which the highway department was burdened on this road, as compared with the expenditures by other than the prison department in other road work, there has resulted a difference of opinion as to the profitable nature of highway work of this particular kind and under these extraordinary conditions. The comments of Division Engineer Wait, are, however, partly discounted by the satisfaction reported by David S. Shaw, the engineer who had direct charge of the work, and by the

<sup>1</sup> Page 216.

fact that, if what appeared to have been the chief causes of disturbances are eliminated, prison labor proper on that road will have shown itself to be as desirable as, if not more desirable than, such labor on other roads from other prisons. The final report on this work issued too late for inclusion here, indicates a financial loss from the work for the Highway Department. But, considering the corresponding saving for the Prison Department, it is clear that under these most untoward conditions the State has profited.

The consensus of opinion even in reference to this, the least successful, of the road work undertakings is decidedly favorable if not enthusiastic for such occupation by State prisoners.

A PLAN TO EMPLOY ALL SENTENCED PRISONERS IN THE COUNTY JAILS OF NEW YORK STATE.

That our county jails are the worst feature of our correctional system has long been known and deplored. The fact, alone, that the county jail houses persons awaiting court action, as well as convicted prisoners, makes the county jail a very difficult problem. A score of other facts render the county jail a school of crime, a breeder of vice, and an agency completely defeating its own purpose. Beyond a doubt, however, the very worst of its features is the practically complete idleness to which all jail prisoners are doomed. One would suppose that the labor to which these men are sentenced would be considered a punishment, and so the law intends; but in fact, labor is so scarce at jails that it is regarded rather as a reward. The moral fibre of the prisoner disintegrates, his physical vigor vanishes, his industrial efficiency disappears in the enforced idleness. This has become a truism. Sheriffs, penologists of this and foreign lands, judges, laymen, all have declared that the chief remedy for the county jail problem is labor; labor for all the inmates, particularly for convicted men; labor for the whole day; real labor, profitable both to the community and to the prisoners.

During the last two years of regular inspection of county jails, the Prison Association of New York has come to feel more and more strongly that some plan must be worked out for supplying such labor to these jails, in order not only to comply with the law, which wisely provides for the sentence of prisoners to "hard labor," but, also, and chiefly, to secure the discontinuance of the present morally destructive idleness in the jails.

Four types of labor have been suggested. Each has been tried at some time, or at some place. They are: Road work, stone breaking, farming and industries.

(a) *Industrial occupation* requires little discussion. It has been tried, so far as we know, only in the Rensselaer (Troy) County Jail. Here ten looms have been set up for the manufacture of blankets and towelings. We know what a tremendous difficulty is encountered in the disposition of the products, even of our State penal institutions, and of the New York City institutions, with their more elaborate organizations and wider markets. For more than a year the finances of the industries at this jail stand somewhat as follows:

There are ten looms, costing \$85 each, making a total of \$850. Two instructors are employed at \$75 per month, making \$1,800 per year. (These instructors are also used, it is said, as process servers.) The total product for the last year was approximately 300 yards of toweling and 300 blankets, at 15½ cents per yard for toweling, and an average of \$3.25 per blanket (stated to be the selling price). This means an output of \$1,021.50 from the raw material.

In other words the approximate figures give:

<i>Cost of production</i> *	
Looms, 10 per cent deterioration.....	\$85 00
Employees.....	1,800 00
Raw material (cost not obtained)	
<i>Value of products</i>	
300 yds. toweling at 15½ cents.....	\$46 50
300 blankets at \$3.25.....	975 00
	<hr/>
	\$1,021 50

The total sales for the period were 40 blankets and 100 yards of toweling, or a total of \$145.50.

But the objection is not only that the financial statement shows practically a total loss, but that the number of prisoners employed is very small—from two to five persons in all. The labor is not educative, has little or no value as training for the outside, the material produced is not of high quality, and there is a requirement of some initial skill on the part of the prisoners employed.

\* Value of labor, light, etc., not counted.

(b) *Farming* as a part of the county jail routine has not been extensively tried in this State. It is a very commendable method of employment, and can be made financially profitable to the county. Work of this nature is most beneficial mentally and physically to the prisoners. The logical criticism of this plan is that it provides only seasonal work, and that during the winter months, when the jail population is highest, it is of little or no avail. This criticism is valid only from the standpoint of keeping the inmates employed, but not necessarily from the financial side. If properly conducted, the farm can be made to be self-supporting during the season.

To establish employment for the whole year, St. Lawrence County maintains in conjunction with its farm a stone-breaking industry. This county jail farm is perhaps the criterion for the State. It consists of 60 acres, about one mile from the jail, and was purchased for \$2,400. Much convict labor was utilized to improve the condition of the land. With the aid of one civilian laborer, a large barn was built at a saving of about \$600 for the county. Considering the value of the farm products for two years, the improvement of the land and the construction work, the farm has practically paid for itself. Furthermore, the per capita weekly cost of maintenance has been reduced each year since the farm was established, while the jail population has noticeably decreased.

#### *Summary*

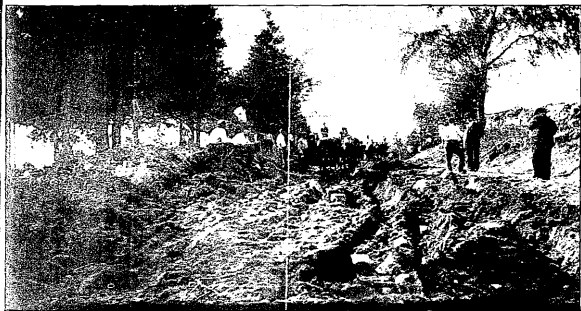
Per capita cost per week in 1913.....	\$1 46
Per capita cost per week in 1914.....	1 27
Including salaries of staff in 1913.....	3 07
Including salaries of staff in 1914.....	2 71

Since 1907, Tioga County prisoners have been employed on the county poorhouse farm. Aside from actual farming, much construction work has been done, such as building a pump-house, silo and foundation for barn. An average of eight or nine prisoners have been thus employed for more than seven months a year. During the other months, stone-breaking is substituted.

In Nassau County, real estate operators have given permission to the jail authorities to use land adjacent to the jail for farming. At first only a small piece was cultivated, and in reality amounted only to a small garden. Recently,



Idleness in Albany County Penitentiary.



Road Work by Clinton Prison Inmates.

many acres were added, so that now a fairly good-sized tract is available for cultivation.

The authorities of Suffolk County contemplate the purchase of a 400-acre farm.

Oswego County has a farm of approximately 94 acres adjacent to the jail. Unfortunately, this has not been satisfactorily developed, despite the splendid facilities available. This is due, not to the quality of the farm land, but rather to the system of management. Instead of having the farm under the supervision of the sheriff, a superintendent was appointed, and the frequent misunderstandings as to authority, and the lack of cooperation, practically defeated the purpose of the project, both for the county and for the rehabilitation of the prisoners.

(c) Many counties are employing their prisoners at the monotonous, unattractive and non-educative task of *stone-breaking*. In the following counties, this is done extensively: Ontario, Niagara, Tioga, Orange, St. Lawrence and Chemung. Occasionally, in Yates, Nassau and Broome.

The advantage of stone-breaking is, that the prisoners can be employed throughout the year. The work calls for unskilled labor, and little supervision is necessary, except in cases where the stoneshed is at some distance from the jail. Here again, as in the case of the industries in Rensselaer County, the disposition of the product has proved, perhaps, the greatest difficulty. County highway officials do not always feel disposed to purchase the stone from the jail. If this sale could be relied upon, much of the stone could be used. On stormy days and during the winter, as a substitute for farm work, St. Lawrence and Tioga counties work the prisoners at stone-breaking. Roughly constructed sheds protect the men from the weather.

The objections to stone-cracking by hand are principally the following: First, it is slow, difficult labor, at which prisoners can easily shirk their task; secondly, the amount of stone that can be broken by hand is comparatively very small, and therefore no large market can be sought for it; thirdly, as a business proposition it is a complete failure.

As to the financial aspect, the experiences of Ontario and Steuben counties are instructive. In Ontario County stone is bought at \$1.10 per ton and sold at \$1.15. During the year,



from January 1, 1913, to November 1, 1913, there were sold 609.19 tons. This cost the county \$670.11, and it was sold for \$700.57, or at an apparent profit of \$30.46, making no allowance for the loss of stone in breaking. But the real cost and selling figures are different when we include the salaries of the guards, the value of the prisoners' labor and the cost of maintenance. For the whole period of January 1, 1913, to November 1, 1914, a total of 21 months, there were sold 951.16 tons at \$1.15 a ton, making \$1,093.84. The cost of this stone at \$1.10 per ton was \$1,056.28, or an apparent profit of \$37.56. Taking a truer approximation of the cost price, we find the following:

956.165 tons of stone at \$1.10 per ton.....	\$1,056 28
Salary of guards 21 months, at \$600 per annum.....	1,050 00
Value of prison labor of a daily average of 18 prisoners (as per record of the jail) at an estimated value of 75 cents per day for 550 working days.....	7,425 00
Cost of maintenance of same, averaging a rate of \$1.20 per week (as per authoritative figures) for 21 months.....	\$1,123 20
Total.....	\$10,654 48
Less income on sale of 956.165 tons of stone at \$1.15..	1,093 84
Or a total loss of.....	\$9,560 64

In Steuben County the figures are even simpler. For the fiscal year ending October 31, 1914, there were expended on stonebreaking the following sums:

Salary of two guards.....	\$1,272 00
Purchase of stone, 147 loads at 40 cents.....	58 80
Rent of stone yard.....	50 00
Heating stove and wood.....	19 25
	<hr/>
	\$1,400 05

This is almost 50 per cent of the amount expended for supplies and maintenance during the same year. This stone when broken made 176.4 loads of stone, which was sold at 60 cents a load, amounting to a total of \$185.84, reducing the loss from \$1,400.05 to \$1,294.21, except that the village to

which the stone was sold has refused to pay the bill, thus making the total loss \$1,400.05.

In Onondaga County, the convicted jail prisoners are sent to the county penitentiary. Here there is available work on a large farm, in a stone quarry and on the highways. The highway work is carried on in conjunction with the quarry. The stone-crushing work here is of an entirely different character and the finances incomparably better.

(d) *Highway work* has the sanction of successful experience, both in this and in other States, so far as large prisons and penitentiaries are concerned. In our own State prisons, extensive road work has been carried on, as described elsewhere in this report.

Of the county penitentiaries in this State, Onondaga County is the only one engaged in highway work.

The improved highways are of invaluable assistance to the local inhabitants. There is little danger of conflict with free labor, because in the districts where the work is in progress, laborers are not always available. Local teamsters, who would probably be idle, are often employed to assist in the work.

In other States road gangs have been at work, both under the "honor system," and under strict supervision.

The value of the prisoners' labor as compared with average free labor is estimated to be in some places as low as, but not lower than, two-thirds efficiency. In one State, Washington, the estimate is one-third more than free labor.\* In our own State, the best known experiment with prison labor on highways, in Onondaga County, places the efficiency at two-thirds. In practically all instances of the utilization of convict labor for this purpose, the results have been satisfactory, both from the standpoint of the highway authorities and from that of prison officials. The system is commended in reports of the Prison Commission, Superintendent of Prisons, and Commissioner of Highways of this State. The study by Mr. Wilmot shows that in this respect the experience is practically universal.

*Proposed plan.*—In proposing our present plan for the employment of county jail and penitentiary prisoners, the

\* Sydney Wilmot: Employment of convict labor on road construction in Western States, Pro. Acad. Pol. Sci. Jan. '14.

matters of chief importance are, that the labor be sufficient, that it be out-door, and that it represent the greatest possible utility for the community, as well as for the individual prisoner. All purely technical labor that represents merely an expenditure of energy, without corresponding creation of utilities, must of course be condemned at the very first. We must include under this heading all such labor the products of which cannot be satisfactorily disposed of, and that do not satisfactorily keep prisoners busy, as, for example, the weaving industry at the Rensselaer County Jail. Not much better is the stone-breaking by hand at jails where the demand for stone, or for the kind of stone furnished by the jail, is small. The experience of Orange, Steuben, Ontario and other counties show this form of labor to be inefficient and financially disastrous.

If, however, stone-crushing on a larger scale can be brought into correlation with road work, we have a different situation. In Western States, such as Washington and Oregon, and in Onondaga County of our own State, stone-crushing has been carried on, either as preparatory to road work or simultaneously with it. There is apparently no reason why this experience also should not give us valuable suggestions. However, it must be admitted and emphasized that we must not carry too far the analogy of successful experiences elsewhere. In all successful instances hitherto considered, the number of prisoners available was large, and the institutions whose inmates were thus utilized were more or less definitely organized for industrial activities. There were, in every case, a few definite roads upon which the labor was concentrated, and not more than two or three sets of authorities were called upon to cooperate. It was a comparatively simple affair, for example, at Camp McCormick, the Sing Sing road camp. Here the Highway Department had the disposition, by special legislation, of some \$200,000, to build a State road between Palenville and Tannersville, for a distance of  $4\frac{1}{2}$  miles. Ordinarily, the contract for this work would be advertised, an award made, and the contractor would forthwith establish a road camp at a convenient location along the road, bring on his laborers and begin to work. Instead of having an outside contractor, in this case the Highway Commissioner acts in that capacity. He establishes his road camp and gathers all necessary paraphernalia. Only, instead of obtaining his

laborers in the open market, the Commissioner, by virtue of Section 179 of Chapter 60 of the Laws of 1914, obtains them on application to the State Superintendent of Prisons. And instead of paying them individually as laborers, the Highway Commissioner provides their maintenance, i. e., food, lodging, etc., and pays the salary of the guards. Thus, according as the sum total of the expenditure for maintenance and guarding paid by the Commission is equal to, exceeds, or is less than it would otherwise be necessary to pay for laborers, the financial side of the operation will come out even, or show loss or profit. This is on the assumption of equal efficiency of free and convict labor. Such equality was said to exist at Camp McCormick in the judgment of the engineer in charge, an employee of the Highway Department. For a difference in efficiency, corresponding allowances would have to be made. Whatever expenditure is made by the Highway Department in maintaining and guarding its prisoner-laborers is a corresponding saving for the Prison Department, instead of an absolute expenditure. And this would be the case everywhere. Even if the amount expended by highway authorities in maintaining and guarding the prisoners is more than it would cost to pay the wages of the free laborers, a real loss does not begin until this excess includes the sum of such wages, plus what would be the cost of maintenance of the prisoners at the prison. And even then, the moral, physical and industrial benefit to the prisoners and community might counterbalance the loss. This would be true of State prisons, county penitentiaries and county jails alike.

But we have wandered somewhat from the point. The characteristic features of our county jail problem are that, first, the units are small. That is, the average number of prisoners available is not comparable to State prisons or penitentiaries. Secondly, provision must be made not only for the months during which road work or farm cultivation is feasible, but also for the four to six winter months, during which no other form of occupation is available for them. Thirdly, one has to deal with as many authorities as there are counties in the State, or sixty-three, and perhaps as many as there are towns in the counties, or nine hundred and thirty-four. A plan to be feasible must be general enough to apply to all counties with their divergent authorities, and flexible enough

to be adapted to the varying units. We shall have to differentiate between the possibilities of the various counties, depending upon local conditions and determining the feasibility of farm labor, road work, stone-crushing, etc.

Let us consider road work first. What kind of road work in the State is available? In brief, we have construction, maintenance and repair of roads; we have State, county and town highways and county roads to deal with. Our State highway system is to all intents and purposes complete. Except in special cases, on special appropriations, such highways, built exclusively on State moneys, are no longer constructed. County highways, built at the joint expense of State and county, are still being built, but, while representing perhaps the most important stretches of roads in the State, they are inconsiderable when compared with the mileage of town highways. The construction of both these classes of highways, State and county, represent isolated jobs—now in one part of the State, now in another. They require the concentrated labor of large groups of men, much larger than the county jails of any county (not considering, of course, New York County) could ever supply. These are the ideal classes of road work for State prison inmates, and it is toward this kind of road work that the efforts of the State prison authorities are directed.

There remain to be considered, in the matter of construction, the town highways and county roads. Both of these represent, in a sense, county units, the units analogous to jail units. County roads are practically town highways, improved or constructed at the expense of the county, and accepted by the State for maintenance on ascertaining that they are of a satisfactory standard. They concern us, therefore, as possibilities only in the construction of county roads by the use of county jail prisoners.

Now, as to town highways. These are handled by the towns. Each town is required by law (Section 90, Highway Law) to raise a certain minimum for the repair and improvement of town highways. The State, in accordance with another section (Section 94) of the same law, contributes not less than 50 per cent., nor more than 100 per cent., of the amount raised by the town. The sums thus available for the towns in the various counties are seen in the accompanying tables. It is seen that the expenditure per mile on the town highways in

County	Total highway mileage	State and county highway mileage	Town highway mileage	Repair of highways, including material rental of machinery (1913)
Albany.....	1,098	152.34	945.66	\$65,074 23
Allegany.....	1,894	53.44	1,840.56	110,507 39
Broome.....	1,437	128.19	1,308.81	60,538 81
Cattaraugus..	1,978	68.42	1,909.58	107,434 14
Cayuga.....	1,490	89.02	1,400.98	82,778 98
Chautauqua..	1,950	72.46	1,877.54	102,128 47
Chemung.....	875	67.02	807.98	42,655 33
Chenango.....	1,746	127.58	1,618.42	78,682 57
Clinton.....	1,384	124.08	1,259.92	61,522 95
Columbia.....	1,379	87.84	1,291.16	74,861 27
Cortland.....	1,037	70.52	966.48	39,831 87
Delaware.....	2,358	94.66	2,263.34	120,930 09
Dutchess.....	1,617	127.98	1,489.02	127,410 43
Essex.....	1,306	124.08	1,181.92	163,475 28
Franklin.....	136	68.67	1,298.33	88,193 25
Fulton.....	767	82.33	684.67	34,407 10
Genesee.....	920	37.75	882.25	69,687 20
Greene.....	1,062	70.10	991.90	85,406 89
Hamilton.....	444	56.73	387.27	35,143 44
Herkimer.....	1,454	145.55	1,308.45	83,388 17
Jefferson.....	2,204	194.42	2,009.58	113,930 73
Lewis.....	1,448	49.63	1,398.37	78,770 96
Livingston....	1,285	92.20	1,192.80	81,986 43
Madison.....	1,423	73.14	1,349.86	83,880 15
Monroe.....	1,368	259.90	1,108.10	127,519 58
Montgomery..	849	124.11	724.89	48,213 39
Nassau.....	1,491	52.34	1,438.66	143,525 66
Niagara.....	934	144.31	789.69	70,503 90
Oneida.....	2,317	224.42	2,092.58	117,619 74
Onondaga.....	1,635	193.29	1,441.71	109,224 38
Ontario.....	1,348	119.17	1,228.83	100,399 51
Orange.....	1,595	242.91	1,352.09	126,326 16
Orleans.....	720	80.00	640.00	53,165 48
Oswego.....	1,714	124.94	1,589.06	84,416 45
Otsego.....	2,153	114.94	2,038.06	86,800 90

County	Total highway mileage	State and county highway mileage	Town highway mileage	Repair of highways, including material rental of machinery (1913)
Putnam.....	509	54.32	454.68	\$32,580 50
Rensselaer....	1,291	137.62	1,128.16	56,198 66
Rockland.....	371	38.85	332.15	51,557 19
St. Lawrence..	3,101	176.87	2,924.13	197,194 66
Saratoga.....	1,521	129.13	1,391.87	83,073 66
Schenectady..	412	65.32	346.68	23,544 99
Schoharie....	1,259	21.21	1,237.79	56,499 72
Schuyler.....	762	33.69	728.31	30,644 87
Seneca.....	704	48.84	655.16	39,224 93
Steuben.....	3,094	154.47	2,939.53	147,924 62
Suffolk.....	1,953	95.64	1,857.36	400,293 00
Sullivan.....	1,844	70.73	1,273.27	104,271 55
Tioga.....	1,067	61.71	1,005.29	54,295 52
Tompkins....	1,091	89.11	1,001.89	51,839 48
Ulster.....	1,848	179.86	1,668.14	106,426 36
Warren.....	1,010	93.25	916.75	50,834 35
Washington..	1,533	76.27	1,456.73	70,877 70
Wayne.....	1,348	49.51	1,298.49	110,626 35
Westchester..	908	214.91	693.09	337,950 71
Wyoming....	1,069	49.67	1,019.33	61,439 94
Yates.....	769	23.98	745.02	39,902 38

1913 is \$68.90, as against \$10,000-\$14,000 per mile of county or State road. From the figures alone, one could easily judge, therefore, that the work done on these roads is not similar. In fact, on State and county highways it means construction of approved high-grade road; on town highways it means practically nothing more than shaping and crowning, and perhaps the application of gravel, stone, ditching, etc., unskilled labor as compared with State and county highway construction. Now, while it is true that the latter are the most important, it is also true that unless the town highways contributed, they would be of very much less value.

The town highways therefore

(a) represent the amount of work needed most in the highway line, (b) with comparatively the smallest capital available, (c) requiring more unskilled labor, often for very expensive grading, and (d) are present in large mileage in all parts of the State. The money available for town highways is comparatively so little that any aid in making it go further would naturally be hailed with joy.

In support of the feasibility of thus employing county prisoners on improvement of town highways, we shall quote the experience of three counties, Onondaga, Schenectady and Franklin. The first deserves our attention chiefly because of the extent and success of the work performed on town highways transformed into county roads; the latter because the prisoners employed were inmates of the county jail (as distinguished from the penitentiary).

The first bit of road work undertaken by the Onondaga penitentiary was done out of necessity.\* A stretch of road over which supplies for the penitentiary were generally taken was being improved by the town authorities; to expedite the work, Superintendent Markell of the penitentiary joined forces with the town in repairing the road. This was in 1909. This improvement "consisted of heavy work whereby a steep grade of about 15 per cent was reduced to an 11 per cent grade, to permit the laying of waterbound macadam, and upon another section the natural grading and shaping work was performed to facilitate the laying of waterbound macadam for a distance of 3,000 feet."† There was no definite arrangement or contract entered into. Prisoners and free laborers worked side by side; and the town was relieved of at least 50 per cent of the natural expense of improving that section of the road. The prisoners were housed at the institution. The town men were in charge of the work, but the plans had been drawn by the Highway Department.

Some work was also done in 1911; but it was not until 1912 that it was undertaken on a large scale. For 168 working

\* Frank E. Bogardus: Proc. Tenth Semi-annual Conf. State Com. and Co. Supts. of Highways of N. Y. S., Feb. 1914, Albany.  
Sidney Wilmot: Employment of convict labor on road construction in Northern States.

† F. E. Bogardus: Other items regarding road work in Onondaga County obtained from the same source.

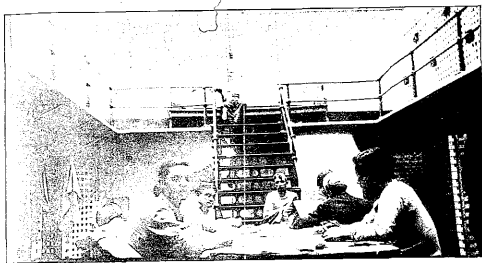
days, between May 7 and November 23, 1912, a daily average of 50.48 inmates worked on the Amboy-Warner town highway under general supervision of the county superintendent of highways. In this case the arrangements were considerably different. The county acted practically as contractor, with the county superintendent in charge. The town paid, and still pays, 25 per cent of the total cost. The control and discipline remain with the prison guards, who are paid by the penitentiary, unlike the arrangement at Camp McCormick. The prisoners are housed in portable camp buildings, costing originally some \$1,500. Supplies and provisions were furnished by the penitentiary. For this, and additional food and guards supplied by the institution, the Highway Department paid  $7\frac{1}{2}$  cents per day per prisoner. A total of ten guards, five or six for regular supervision, one to have charge of the camp, and three for night watch, were on duty, paid by the penitentiary. The County Highway Department furnished a superintendent, a time keeper, roll erman, etc.

Quoting from Mr. Bogardus:

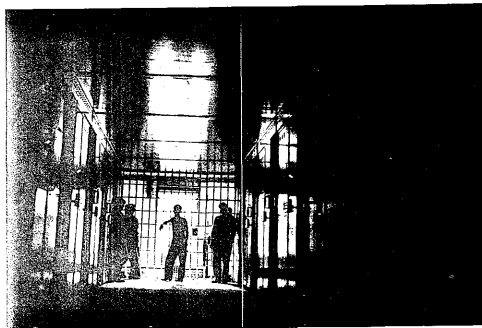
"The plan of work adopted consisted of grading, draining and laying standard waterbound macadam, together with the construction of sluices, railings and other necessary work to establish a class of work similar to that of the State plan, with the exception that the cross-section runs to less width of macadam and shoulders than that usually adopted by the State authorities. The macadam section was nine feet wide, laid in two courses, five inches loose measurement bottom, and four inches loose on top course, with shoulders  $5\frac{1}{2}$  feet wide, making a total width of roadbed of 20 feet.

"The amount of stone material used was a considerable excess of that required for the above-mentioned depths, which feature of the work tends to show that a thoroughly permanent improvement was laid down. The work extended over a distance of four miles, and the expenditures were as follows:

Supervision .....	\$1,527 24
Skilled laborers .....	1,093 70
Team work .....	6,167 87
Allowance for penitentiary labor at $7\frac{1}{2}$ cents per hour .....	4,426 12



Chemung County Jail. Idleness in "The Pit."



Prison Pen in a County Jail. Dark Corridor.

Supplies.....		\$1,415 21
Crushed stone.....	\$2,868 74	
Freight on stone.....	4,516 02	
Demurrage.....	127 00	
		7,511 76
Deterioration of 15 per cent on equipment valued at \$5,500.....		825 00
Total.....		\$22,966 90

or an average equal cost per mile of \$5,741.72.

"The crushed stone used upon the job was furnished by the use of the penitentiary forces working at the county quarry and said material had to be shipped over two lines of railroad, with a fixed freight charge per ton of 50 cents, and the amount of material is valued in the above statement at 35 cents per ton, which is 20 cents less than the regular market price.

"The facilities of the county quarry had been increased during the winter of 1912 and 1913 by the installation of a railroad switch, up-to-date gyratory crushers and quarry cars, narrow-gauge track, electrical power, motors and other equipment to establish a complete up-to-date plant, the value of which is approximately \$50,000. This equipment was installed as a county expense. The output became available upon the penitentiary road jobs, also upon county road work and town road work generally."

That season's work, in his opinion, did not result in any financial gain worth mentioning, chiefly because of great overhead charges, so that the financial results of the following seasons were looked forward to as more promising. Some of the immediate results of another nature were noted by Mr. Bogardus, and we quote them here:

"The result showed a percentage of increase in [the penitentiary] population from the years 1911 to 1913, as follows:

Erie County, 25 $\frac{1}{8}$  per cent.

Monroe County, 12 $\frac{1}{8}$  per cent.

Albany County, insufficient data received.

The number confined at Onondaga county penitentiary January 1, 1912, 460; January 1, 1913, 356; percentage of decrease 22 $\frac{3}{8}$ ."

An indirect saving of dollars is indicated by the above figures.

The work in 1913 had developed to a considerably higher degree than that of 1912. The following extract from Mr. Bogardus' report for that year shows clearly the finances involved in the successful road work in that county with prison labor:

"The number of miles of improvement laid down in the town of Van Buren was 1.15 of nine-foot macadam, and 0.79 of twelve-foot macadam, or a total of 1.94 miles; and the number of miles of improvement laid down in the town of Dewitt was 2.46 of twelve-foot macadam; or a total for the season of 4.40 miles at a total cost of \$33,479.19, or an average cost per mile of \$7,608.91.

"For the purpose of comparing the cost of the work in 1912 and 1913, assuming that a mile of improvement of macadam twelve feet wide is equal to one and a third miles of nine-foot macadam, an equivalent of 5.48 of nine-foot macadam was laid, the average cost of the same being \$6,109.34, while the cost of the same nine-foot macadam in 1912 was \$5,741.72.

"The annexed statement shows in detail the cost of the work for the year on each section of the improvement as above outlined. However, no notice is made in this statement of the salaries of the keepers, or the maintenance of the prisoners in the camp, all of which expense is met through an outlay from the penitentiary end of the affair. This phase of the matter might be explained further by stating that the compensation of seven and one-half cents per hour \* allowed for the prisoners' services is intended to meet the outlay by the penitentiary department for the services of the keepers and additional expenses incurred by reason of maintaining the men outside of the institution.

*Amboy-Memphis road expenditures for that section of improvement located in the town of Van Buren*

Salary:		
Superintendent.....	\$328	82
Timekeeper.....	87	50
Extra allowance to keepers at 5 cents per hour.....	167	60
		583 92

\* This makes 60 cents per day per prisoner working on the road and would seem to cover all additional expenditures by the penitentiary for food, supervision, etc.

Skilled laborers:		
Rollerman.....	\$248	04
General helper.....	205	00
Common labor.....	236	00
Expenses incidental to performance of duty of persons in charge of work.....	213	56
		\$902 60 <sup>7</sup>
Team work:		
5,552.68 hours at 50 cents per hour.....		2,776 34
Penitentiary labor:		
32,709 hours at 7½ cents per hour.....		2,453 18
Supplies.....		623 22
Crushed stone:		
3,885.27 tons at 35 cents per ton..	\$1,359	85
Freight on same.....	2,272	54
Miscellaneous.....		406 42
Total.....		\$11,378 07

*Dewitt-Manlius road expenditures for that section of improvement located in the town of Dewitt*

Salary:		
Superintendent.....	\$422	28
Timekeeper.....	305	00
Extra allowance to keepers at 5 cents per hour.....	238	00
		\$965 28
Skilled laborers:		
Rollerman.....	\$352	02
General helper.....	250	00
Expenses incidental to performance of duty of persons in charge of work.....	214	45
		816 47
Team work:		
13,167.9 hours at 50 cents per hour.....		6,583 99
Penitentiary labor:		
49,257 hours at 7½ cents per hour.....		3,694 28
Supplies.....		1,864 33

Crushed stone:	
9,038.65 tons at 35 cents per ton.....	\$3,163 52
Freight on same.....	4,527 55
Miscellaneous.....	303 50
Total.....	<u>\$21,918 92</u>

*Dewitt-Manlius road expenditures for that section of improvement located in the town of Manlius*

Teamwork.....	\$145 75
Supplies.....	36 45
Total.....	<u>\$182 20</u>

*Summary of expenditures for season's work or schedule showing outlay in all three towns*

Superintendent.....	\$751 10
Timekeeper.....	392 50
Keepers.....	405 60
Skilled laborers.....	600 00
General helper.....	455 00
Common laborers.....	236 00
Expenses incidental to duty of persons in charge of work.....	428 01
Team work.....	9,506 08
Allowance for penitentiary labor at 7½ cents per hour.....	6,147 46
Supplies.....	2,524 00
Crushed stone.....	\$4,523 37
Freight on same.....	6,800 09
Miscellaneous.....	11,323 46
Total.....	<u>\$33,479 19</u>

Work on the quarry, which is a counterpart of the road-work, and especially valuable in that it provides labor during the winter months when road work is impossible, was carried on as shown by the following figures:

	Prisoners
	Average per day,
December, 1912.....	157.8
January, 1913.....	" " 212.5
February, 1913.....	" " 214.0
March, 1913.....	" " 207.8
April, 1913.....	" " 155.1
May, 1913.....	" " 83.9
June, 1913.....	" " 92.5
July, 1913.....	" " 106.7
August, 1913.....	" " 138.4
September, 1913.....	" " 107.8
October, 1913.....	" " 91.6

It is unnecessary for our present purposes to go more fully into the finances of the quarrying. It is clear from the above figures and from the enthusiasm with which the Onondaga County Superintendent of Highways carries on and develops this work that it must be of value to the county, and there can be no doubt of the fact that it is of immense value to the prisoners. Most illuminating of all the figures, however, are probably those for the work of 1914. The figures for seven miles of road, consisting of twelve feet spread in two-course form to a depth of twelve inches, loose measurement (which under the roller action is supposed to pack to eight or nine inches), with shoulders six to seven feet in width for most of the way, making a total width of roadbed of 24 to 26 feet, totalled to \$51,782.65, as per table below:

*Dewitt-Manlius prison road expenditures for that section of improvement located in the town of Manlius*

Salary:	
Foreman.....	\$727 87
Foreman.....	449 80
Foreman.....	171 58
Extra allowance to keepers at 5 cents per hour..	\$1,349 25
Expenses incidental to performance of duty of persons in charge.....	431 50
Rollermen.....	173 60
Skilled laborers.....	510 44
Common labor.....	841 90
Team work, 22,833.5 hours at 50 cents per hour.....	3,093 90
Total.....	<u>11,416 75</u>



Penitentiary labor, 8,4917.9 hours at 7½ cents per hour.....	\$6,368 85
Crushed stone, 24,944.4 tons at 35 cents per ton.....	8,730 54
Freight and demurrage.....	12,854 38
Cast-iron pipe.....	445 11
Channels.....	110 03
Rental of roller.....	88 00
Rental of three camp grounds at \$25 each.....	75 00
Railroad switch for unloading stone.....	345 29
Supplies:	
Gasoline, oil, gravel, sand, sub-base, stone and miscellaneous.....	3,140 16
Rights of way.....	1,808 00
Total.....	<u>\$51,782 65</u>

The amount of stone used is good proof of the amount of macadam work involved. Properly speaking, the total should not include the \$1,808 paid for rights-of-way, so that the proper total would be \$49,974.65, or a cost per mile of \$7,139.23. In the opinion of Mr. Bogardus, the cost per mile if constructed by contract would be approximately \$10,000 for the same work. In other words, the latest and probably most highly systematized and perfected road work of high grade performed by penitentiary labor has reduced the expenditure by nearly 30 per cent., bringing a gain to the county, on the seven miles, of about \$20,000. Add to this the incalculable advantage in the matter of training, reformation and rehabilitation of the prisoners, and the road work will stand as one of the best things that has been done for prison reform in this State.

The experience of Schenectady County in employing its jail prisoners is generally considered to have been a failure, but in the opinion of Mr. Cregier, the present county superintendent of highways, the failure lay, not in the jail labor, but in the political manipulations involved in that experience. Schenectady County borrowed the idea from Herkimer and Oneida counties, which in 1896 started some road work by the interpretation (at the suggestion of Mr. Walter Cook of Herkimer County) of road work, as the "manufacture of roads."

In 1903, Schenectady County entered into contract with the town of Glenville in that county, by which the county was to construct one and a half miles of macadam road at \$12.50 per mile. No other stipulations were made. The county bought a stone-crusher, traction engine, roller, dump wagons, etc. Later on, a mile and a half of 16-foot road was built at Scotia; then two miles in the town of Niskayuna at the same rate, but with the stipulation that the town was to dig the ditches. Later still, a half mile was built at Rotterdam, another half mile at Crane street, Schenectady, and then, some distance on Highbridge road. In other words, more than six miles of road were built by county jail prisoners in Schenectady County. The gangs averaged about thirty and fluctuated from fifteen to sixty. No figures are available for the actual cost of these roads, though a general impression obtains in the county superintendent's office that a saving of from \$3,000 to \$7,000 per mile was made when compared with free labor.

The prisoners received better and more frequent meals while working on the road, but this expense, as well as the expense of transportation, was not counted in the cost price. Moreover, there was no definite budget for the construction of these roads. When the money available gave out, the Board of Supervisors made additional grants of \$3,000 as often as requested.

The loose finances of the work and the evidence of mismanagement involved soon put an end to the whole system. It was, then, nothing relating distinctly to jail labor that caused the discontinuance of the work, but the loose finances and management. Mr. Cregier, the present county superintendent of highways of Schenectady County, himself feels not at all discouraged. On the contrary, he states that he would be willing to take up again such work at any time.

In a similar way, jail labor has been quite recently successfully employed in Franklin and Tioga counties. In Franklin County during the summer of 1914 an average of from five to seven jail inmates were employed during some forty days on the highways within the corporate limits of Malone. Unfortunately no account was kept as to the exact number of prisoners employed and no final accounting made of the finances involved. Taking, however, an average of six men per day and placing the value of each man's work at \$1.00 per day, the county received the value of \$240 from

the labor of these prisoners. Deducting the cost of food and supervision (although these items would have existed if the prisoners had been staying at the jail, doing nothing) there is still a clear profit of labor value to the extent of over \$150.

In Tioga County some thirteen prisoners were employed between October 22 and November 9, 1914, building a gravel road in the village of Appalachin. It was the first trial in that county but was entirely successful from every standpoint.

In the summer of 1914, the Prison Association set out to gather whatever information was available that would aid toward the construction of a working plan for the employment of the county jail and penitentiary prisoners throughout the State. Some preliminary inquiries in Nassau and Orange counties were followed by consultation with the State Highway Department at Albany, the Department of Agriculture and with some individual county superintendents of highways, notably Mr. Harry W. Cregier of Schenectady County and Mr. Frank A. Bogardus of Onondaga County, and by a considerable amount of other research work. As the result of these investigations it became evident that a satisfactory choice or combination of the forms of labor discussed above, namely, farming, stone-crushing and labor on town highways or county roads, could be made in practically every county of the State where the size of the jail population warrants it. It became evident that local conditions in the various counties would determine to a very large extent just what particular form such a plan should take.

It was decided, therefore, that the Assistant Secretaries start with approximately twenty counties and on the basis of the information gathered from the sources indicated above make a survey of the possibilities for labor in each of the approximately twenty counties selected. Labor on the town highways, or their transformation into county roads, has presented itself as the form of occupation possessing the greatest possibilities. It was decided, therefore, to emphasize that form of labor above all others. In the formulation of plans, the peculiarities of the highway situation in the State are of great importance and peculiarly favorable, so that practically no objection whatsoever has been found to the development of town highway work as a nucleus of such plans.

Certain standards are prerequisites. For example, the very smallest number of prisoners for the average highway

gang that can be profitably employed is approximately fifteen. At the beginning of the season there would have to be added to such a gang the following civilian laborers: One engineer, perhaps two grading men, and two to four general utility men, in addition to the town superintendent of highways. When the work is somewhat under way the grading men and general utility men could be gradually replaced by prisoners, as such prisoners become more expert at their work. This minimum standard, a gang of fifteen, has been adopted by the Association in the formulation of its plans. For a county jail where the average population serving sentence is less than fifteen, not counting those required for the domestic labor, it was thought advisable to emphasize the occupation of prisoners at farm labor, either on the poor-farm of the county or on a jail farm to be purchased for that purpose. There is no reason why a farm could not be run with profit by a jail, with prisoners performing the labor, when any ordinary farm is cultivated by its owner, with the assumption that it would not only support him and his family but also provide a surplus of savings. The investment in a jail farm should be considered not as a gross expenditure, but as the same kind of investment that the farmer makes when he purchases a farm from which he intends to gain his livelihood. We can see no reason whatsoever why a jail farm should be a burden rather than a source of profit. Therefore, for such jails, where the number of prisoners serving sentence does not exceed fifteen on the average, the purchase of a jail farm would solve the labor problem and considerably reduce by the profitable cultivation of the farm the per capita maintenance at the jail. In such cases it would not be difficult to find sufficient work for the prisoners, even during the winter, on construction and improvement of buildings and other necessities of the farm, and particularly in dairying.

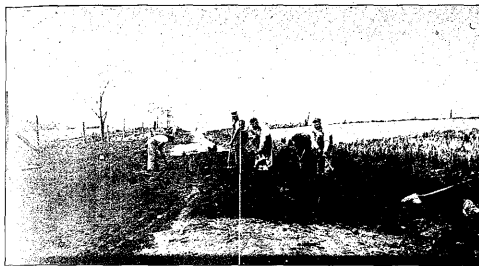
For jails of larger average population the farm cannot provide sufficient labor. For these the combination plan of the highway work for spring, summer and early fall, and stone quarrying and crushing during the winter months has been proposed as already explained. In all cases, whether farm or road work, the question of housing and transportation of prisoners was thought to present some difficulties. There should, however, be no such difficulties experienced. If the farm or section of road upon which work is conducted is

within convenient distance of the jail, prisoners can be housed in the jail and transported back and forth from work. Since it is assumed that only such prisoners would be placed on either the farms or at road work as can be at least halfway trusted, their housing in an ordinary farm building or temporary bunk house with one night guard for supervision is perfectly practicable. A movable road camp of the kind used in Onondaga County offers itself as an excellent method of housing such prisoners.

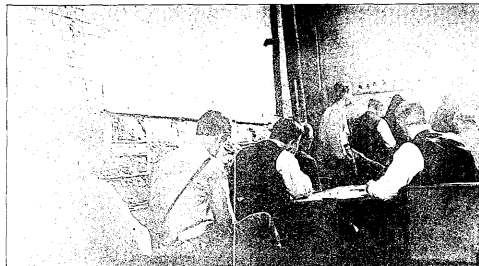
In all cases the burden of the expense for the transportation of prisoners and for their guarding has to be definitely settled. The plan consistent with the general plan proposed is to cause the towns for which highway work is performed by the jail prisoners to pay the expense both of transportation and of supervision as well as to pay a certain amount in contribution toward the feeding of the prisoners. This plan has been adopted and worked out in a number of counties. Where the jail prisoners are worked on county roads the expense must be borne directly by the county, but a contribution may be made by the town whose highway is being transformed into county roads. This has been the practice in Onondaga County and was the plan suggested by Mr. Cregier of Schenectady County as one generally applicable.

With this general information as a basis, the procedure of the Prison Association in the individual counties was briefly as follows:

A regular inspection was made of the county jail. The extent of idleness was ascertained as closely as possible in terms of general condition as well as in regard to the number affected. In a number of cases, it was, of course, impossible to get any reliable statement of the average number of prisoners serving sentence in the jail. Whatever was obtainable under the circumstances was secured. Thereupon a number of officials or other citizens of the county were interviewed for the purpose of ascertaining the possibilities for obtaining labor for the prisoners, in the form of stone-crushing, highway work or otherwise. Generally several members of the board of supervisors, the clerk of the board of supervisors, the county superintendent of highways, the sheriff, the superintendent of the poor farm, the town superintendent of highways, the committee on good roads or the committee on jails or on buildings or on sheriffs' accounts of the board of supervisors,



Road Work by Inmates of Auburn Prison.



Usual Scene in Seneca County Jail at Waterloo

or the county judge, were seen, information obtained and a tentative plan submitted to them. On return from the tour of inspection the report of the inspection was prepared as usual, but the recommendations included a definite plan for the employment of prisoners as conceived for that particular county on the basis of the information and interviews.

In these reports, after a statement of the general condition of the jail and of the idleness of the prisoners, the actual labor conditions at the jail were described. It was stated just what the prisoners were working at and to what advantage. In some cases this meant an analysis and exposition of the financially unsatisfactory results of the form of labor in vogue. Thus the weaving industries in Rensselaer County and the stone-breaking in Steuben and Ontario Counties were shown to be practically clear losses. It was thereupon briefly stated how wasteful the unemployment of the prisoner is, both from the standpoint of high per capita for maintenance and from that of the deterioration of the prisoner's character. Where counties were under contract with some county penitentiary, it was shown how the sums paid to such penitentiary for board were an absolute loss to the county and perhaps of little advantage to the prisoners because of the similar idleness at most of the penitentiaries. The law was then quoted to show that the employment of the prisoners was legally provided for, and, in fact, directed. The following extracts of Section 93 of the County Law and of Section 70 of the Highway Law were quoted:

Section 93, County Law:

"The boards of supervisors of the several counties are authorized to employ convicts under sentence to confinement in the county jails, in building and repairing penal institutions of the county, and in building and repairing the highways of their respective counties, or in preparing the material for such highways, for sale to and for the use of such counties, or towns and villages and cities therein; and to make rules and regulations for their employment, and the said board of supervisors is hereby authorized to cause money to be raised by taxation for the purpose of furnishing materials and carrying this provision into effect; and the courts of this State are hereby authorized to sentence convicts committed to detention in the jails to such hard labor as may be provided by the boards of supervisors."

## Section 70, Highway Law:

"Application for service of prisoners. After satisfying himself that proper quarters can be secured, the town superintendent may, with the consent of the town board, request the supervisor of the town under the provision of section ninety-three of the county law, to procure the services of prisoners serving sentence in the county jail, for general work upon the public highways of the town."

The experience of other counties where the labor problem had been more successfully solved was cited, and definite plans for the particular county in question proposed. A brief example of such a concrete plan, as made for Essex County, will give an idea of the nature of such plans:

"There are several ways in which the inmates can be employed in this [Essex] County. I am told that a very short distance from the jail there is a large quarry and that the privilege of working it can be obtained at a very nominal charge, or perhaps without charge. This quarry contains limestone, which is invaluable in making good roads. To work the prisoners here would probably necessitate the employment of one additional guard and the purchase of some necessary tools. A crusher could also be set up here in order to carry on the necessary stone-breaking on a large scale, as is done in Onondaga County. The prisoners could start in the morning and take their noon meal with them, so that the noon trip back to the jail could be dispensed with.

"There is plenty of available highway work, for several years, within a radius of six or eight miles of the jail. In the southwestern part, in the town of Lewis, for example, the roads are in bad condition and the crossroads of the town of Elizabethtown need to be repaired and widened.

"The consensus of opinion of the highway superintendents throughout the State is that jail labor on the highways will not conflict to the slightest degree with free labor. As a matter of fact, the highway needs in the various towns of the county are so great that the respective counties of the State as a whole would not be able for years to raise sufficient money to do this work, if contract labor is wholly to be considered. The village of Elizabethtown (that is, within the corporate limits) has sufficient work in the upkeep of the streets and the cleaning of ditches.

"Inmates of the jail are doing such work within the corporate limits of the village of Lake George. This scheme has proven satisfactory and money has been saved for the village.

"Another highly desirable plan for the employment of jail inmates is in connection with a jail farm. For the past two years a farm of this kind has been operated by means of the prisoners of St. Lawrence County, and the result has been very satisfactory. The jail population has been reduced to a noticeable degree, and the cost of maintenance has also been reduced from \$1.46 per capita per week, to \$1.27, during the last year. The value of the produce, together with the amount saved by jail labor in construction work on the farm, has practically covered the cost and the maintenance of the farm during the past two years.

"The farm of 60 acres was purchased at about \$40 per acre.

"In conjunction with the farm work, stone-breaking is carried on during the late fall and winter. Arrangements are made with the various town superintendents to purchase this cracked stone.

"Section 70 of the Highway Law also makes it possible for the board of supervisors to enlist the cooperation of town highway superintendents in employing prisoners on the roads. It is strongly urged that a committee be appointed to consider the opportunities for employing the prisoners in the county, and to submit to the board a definite plan of employment which can be put into effect."

The success of our activities in bringing about the provision of labor for all jail prisoners cannot yet be judged. The number of counties we have reached in such a way is as yet small and only a start has been made. It will be necessary to follow out and to keep on pushing the plan in each county. It may take two or three years or even more in some of the counties to get the plan near execution. It will mean constant, unrelenting efforts, persuasion and criticism, commendation and rebuke. There is, however, every cause to be hopeful. Thus far in most instances there has been at least a sympathetic attitude shown by all concerned. In some cases immediate action was taken; in others further action promised. Undoubtedly in some cases there may not be an ardent desire to keep the promise, but with assiduous insistence there should within the next three years be no county

left where prisoners may be allowed to spend their days in idleness. Thus far the plan has been proposed in some form or other in the following counties and the chances for success seem promising.

*Broome County.* Prisoners work on the county grounds adjacent to the jail, particularly the comfort station. They also do some stone-breaking. The poor farm is within two and a half miles of the jail and would offer a good opportunity for the employment of prisoners. It consists of 175 acres, of which ten are under cultivation. At least ten prisoners could be regularly employed there. The alternative plan of employing the prisoners either on the farm or on the highways was proposed with the supplementary plan of stone quarrying and crushing in the winter. Members of the jail committee of the board of supervisors and the county superintendent of highways were favorable to the plan but no action thus far has been taken.

*Chemung County.*—Farm work on the poor farm, consisting of 305 acres, is available in this county. The farm is several miles from the jail. At present only stone-breaking by hand on a small scale is done. The plan proposed was the alternative of jail labor on this farm or the double plan of highway work and stone quarrying and crushing. The plan was presented to the board of supervisors verbally as well as in the regular report. A committee of the board was appointed to look into the matter, and it reported favorably on farm labor and quarrying and crushing stone. A resolution of the board of supervisors to this effect followed, so that action is expected by the spring of 1915. A daily average of approximately twenty-five prisoners serving sentence would be available.

*Clinton County.*—The average daily population serving sentence approximates 20. There is no form of employment. Jail labor can be used in improving some of the bad highway conditions in Plattsburg, and in towns within a radius of eight or nine miles of the jail, such as Schuyler Falls, Beekman and Peru. Very near Plattsburg there are some splendid limestone quarries which can be rented at a nominal charge. The county can set up a large stone-crushing plant on one of these, and, during the winter months, prepare much stone to be used on the highways during the spring and summer.

*Columbia County.*—The plan of highway and quarry work in combination was offered. No action has thus far been reported.

Officials in the county declare themselves willing to try the plan.

*Eric County.*—Only grand jury prisoners are detained in the jail. Since the industries at the penitentiary are not extensive, a county farm is maintained at Wende, eighteen miles outside of Buffalo. An average of 75 to 80 men are employed here. The county officials are seeking legislation which will enable them to employ inmates of the penitentiary on the county and town highways.

*Essex County.*—The average daily population serving sentence during the past year was about twelve. There is no form of employment. There is a possibility of employing prisoners on a limestone quarry a very short distance from the jail, which can very likely be had for the asking. The prisoners can also be used on highways of the towns, which need improvement within a radius of six or seven miles of the jail, and for which there will not be sufficient money available for some time, if outside labor is to be solely relied upon. In connection with the quarry a large stone-crushing plant can be operated. There is much work on the highways in Elizabethtown, such as coping the sidewalks, clearing ditches, digging ditches, etc.

*Franklin County.*—The average convicted population throughout the year is about twenty-three. A new jail should be constructed somewhere on the outskirts of the town of Malone, and a county jail farm maintained in conjunction therewith. The sheriff and other officials are very anxious to have a county farm. Jail labor has been utilized on town and village highways. The best outlook for this county is the establishment of a county farm.

*Herkimer County.*—The average population is very small, not sufficient to consider highway work or farming.

*Jefferson County.*—The average population serving sentence is approximately twenty-five. There is no form of employment, although in the past some prisoners have been employed on the sheriff's own private farm. It is planned to employ jail labor on a 32-acre farm maintained in conjunction with the county tuberculosis hospital. There is available quarry land on the county poorhouse property. A railroad runs through the property, which will make the transportation of cracked stone very easy. Some of the near-by towns, such as Brownsville, Rutland and Pamela need to have their

highways improved, and constantly complain of finding free labor very scarce. The employment committee appointed by the board of supervisors is anxious to establish some kind of employment. The prospects for adequate employment of jail prisoners are good. Farm and highway work were recommended.

*Madison County.*—Average daily population serving sentence eighteen. Either farming or highway work and stone-crushing are possibilities. There is a good farm available adjacent to the jail.

*Monroe County.*—Only grand jury prisoners are detained in the jail. Convicted prisoners are sent to the penitentiary. The idleness in the penitentiary is the chief problem for this county. Labor unions are very hostile to the employment of convict labor. There is no quarry available. The proper material for the manufacture of cement or shale cubes is not available in the county. The county authorities are reluctant to increase the industries, fearing that it will be impossible to dispose of the product. During the summer months, when the population is small, farm work is carried on extensively, and in winter, when the population is high, practically no work is available. It is hoped that the county authorities can be induced to set up a small road camp on a piece of work a short distance from the jail this spring.

*Montgomery County.*—The possibilities for highway work in this county are good. A beginning had already been made, previous to the recommendation by this Association. A resolution of the board of supervisors granted the use of jail labor on town highways, in accordance with the request made by the town authorities of Mohawk on the basis of Section 70 of the State Highway Law. The plan to include stone-crushing and to extend highway labor was favorably received by officials and members of the board of supervisors, but no definite action has as yet been taken.

*Niagara County.*—Average population 82. More than 50 per cent of this represents prisoners serving sentence. A stone quarry is maintained as a means of employing prisoners. No accounts are kept of the product of the quarry. Stone is distributed about the county at the direction of the county supervisors. A new county poor-farm has been purchased. Many of the officials are considering the advisability of transferring the old county poor farm into a county jail farm.

It seems likely that the county officials can be urged to undertake this.

*Oneida County.*—Stone breaking has been discontinued at the Rome jail. The average convicted population at the Utica jail is approximately 65. Jail labor was used on the highways in this county, ten years ago. The results were very unsatisfactory, due probably to mismanagement. The county has decided to build its roads, the work to be in charge of a committee consisting of three members of the highway commission and two members of the board of supervisors, town and county to share the expense on a 50 per cent basis, and the county's expense not to exceed \$2,500. No town can petition for more than three miles of work in one year. The possibility of working the inmates of the jail on the highways could not be ascertained. Arrangements can possibly be made if the various town supervisors will consent.

*Ontario County.*—Highway labor and machine stonecrushing were suggested in place of the present occupation at stone-breaking by hand, but no action has as yet followed.

*Orleans County.*—The average population is not sufficiently large to consider employment at highway work or farming.

*Oswego County.*—The average daily convicted population is about thirty-five. Labor unions are very hostile to the employment of jail labor. The best to be hoped for in this county is the proper management and further development of the farm. The farm, operated on a satisfactory basis, should practically solve the employment problem in this county for most of the year.

*Rensselaer County.*—The weaving industry established here has been shown to be unsatisfactory in the amount of labor it furnishes, and in its finances. No other labor outside of domestic work is carried on. Highway work was proposed, and is favored by both the sheriff and the county superintendent of highways. Supplementary stone-quarrying would probably supply sufficient labor for the daily average of thirty men serving sentence.

*St. Lawrence County.*—The plan of employing county jail prisoners in this county involves both a 60-acre farm, and stonebreaking; besides, considerable repairing and painting is done about the county buildings by inmates. There is no change recommended here; the county officials are urged further to develop the farm. This county is one of the most successful in giving its jail prisoners employment.

*Saratoga County.*—The average population serving sentence for the fiscal year of 1913-1914 was twenty-five during the summer, and forty-five during the winter. The county highway superintendent and the sheriff are anxious to have the prisoners employed, and feel that there is sufficient highway work available for convict labor. The records of the town of Ballston Spa show that on August 10, 1914, a resolution was passed authorizing the town superintendent of highways to use the convict labor from the Ballston Spa jail. This has not been done. Convicts from Great Meadow Prison have done much work on the highways in Saratoga County. The results are highly satisfactory. The cost to the town averages from 11 to 14 cents per day per inmate at work. The State supplies the guards, teams and supervisors. The town supplies the houses in which the men live, and also cooking and heating equipment. This system is very attractive to the various towns, in that the cost is small and the work is well done. Therefore the authorities are reluctant to experiment with jail labor. However, there was a promising outlook at the time of this survey for the employment of the inmates on the county fair grounds. There is considerable leveling and improving to be done. If the petition to the State prison officials for the men from Great Meadow Prison is refused this coming year, there is a possibility that the county officials will give more attention to the employment of the jail inmates on the highways.

*Schenectady County.*—Average population for eleven months of the past year, 70.21. Between 65 and 70 per cent of this average number represent male prisoners serving sentence. There is no work at present available for the prisoners. Two plans were submitted to the board of supervisors for consideration, one the employment of prisoners on the county roads, and the other the employment of prisoners on the town highways. It was also suggested that a quarry be purchased and operated in conjunction with the highway work; that is, during the winter months the stone could be dug out of the quarry and crushed, and shipped to the different points throughout the county in the spring. It was further suggested that the county authorities provide work for the average of six to eight women prisoners serving sentence. Work for them, such as sewing, darning and knitting for the city or county hospitals, poorhouse, children's institution, etc., should be

provided. Recently it was learned from the members of the employment committee of the county that highway and quarry plans would not be considered for the present, in view of the fact that very large number of civilians are unemployed in the city of Schenectady. The members of the committee did plan to give over the labor of the prisoners to the owner of a quarry. It was pointed out that this could not be done, because it violated a section of the State constitution. It is not likely that any further action on the part of the county officials will be taken until the spring.

*Steuben County.*—In addition to institutional work, only stone-crushing is carried on here. The double plan of highway work and stonequarrying and crushing seems most available. The county superintendent of highways was favorable to the plan as submitted. The transformation of town highways into county roads is the best immediately available form of highway work. No definite action has as yet been taken.

*Tioga County.*—There has been a good deal done in this county toward the solution of the labor problem. An average of some nine prisoners have been employed on the poor farm for a number of years past. General cleaning and repairing work on the roads of the corporate village of Owego, and some stone crushing by hand in the stone-shed, have been carried on. In the fall, road construction (gravel road) was begun in the town of Appalachian. This latter form of labor is perhaps most hopeful. The members of the committee on buildings of the board of supervisors and officials of the county favored the extension of that work.

*Ulster County.*—In this county the poor farm, situated at New Paltz, is more than fifteen miles from the jail and consists of 167 acres, of which 112 are under cultivation. The employment of prisoners on this farm by housing them on the farm in a separate building during the farming season is a practicable plan. Highway work is also practicable, particularly in transforming town highways into county roads. The Hurley road, two miles long, and Sawkil road, three miles long, in the vicinity of the City of Kingston, ought to be so improved in the near future and the prisoners could well be employed there. The county superintendent of highways favors this plan.

*Warren County.*—The average number of prisoners serving sentence is about twelve. The town authorities have arranged



with the county authorities to use the jail labor on the village highways of Lake George. During the summer five or six men were employed keeping the streets clean, and in some sections improving the highways and sidewalks. It is planned to continue work along this line during the winter.

*Westchester County.*—About forty-seven male prisoners, less than half the daily average, have nothing to do outside of domestic work. Local conditions are not favorable for the adoption of any definite labor plan now. The establishment of a county penitentiary is agitated, and the land for the purpose has already been purchased. The important matter now is that the new penitentiary be so conceived and so planned that permanent and plentiful occupation be provided for the prisoners. There are approximately 120 male prisoners per day from this county who are held in the New York county penitentiary. This, together with the forty-seven at the jail, and with those from adjoining counties, whose boarding could probably be contracted for, would make a possible working population of over 200 prisoners.

#### SPECIAL INSTITUTIONS FOR VAGRANTS AND YOUNG MISDEMEANANTS

Two farm industrial institutions have been established recently by the Legislature, the State Industrial Farm Colony for Tramps and Vagrants, in 1911, and the State Reformatory for Misdemeanants, in 1912. The Board of Managers of the State Industrial Farm Colony has purchased a fertile tract of land, 821 acres in extent, in the town of Beekman, Dutchess County. The purpose of the institution is the detention, humane discipline, instruction and reformation of male adults committed thereto as tramps or vagrants.

For many years the Prison Commission, the State Board of Charities and the Prison Association campaigned for a State farm of this nature. It was estimated by the State Board of Charities that the cost to the taxpayer of the State for tramps and vagrants amounted annually to at least \$2,000,000. It is fair to assume that from 7,000 to 9,000 different tramps and vagrants are committed in any one year to correctional institutions in this State. Their terms are short and they are sent to institutions like workhouses, county jails and county penitentiaries that have no facilities for giving them the kind of treatment, instruction and discipline likely to restore them to normal citizenship.

When the State Industrial Farm Colony shall have been established, any county court or magistrate may commit to the colony any person over the age of 21 who shall be adjudged a vagrant or tramp, but any person may be paroled or discharged at any time by the said board of managers, and shall not in any case be detained longer than two years, and unless he shall since the age of sixteen have been previously committed to a penal institution, he shall not be detained longer than eighteen months. The act provides also for a parole system.

The State Industrial Farm Colony, known briefly as the "tramp farm," has experienced difficulty in getting started. No appropriations were granted to this institution in 1913 or 1914, except a small appropriation for the necessary expenses of the board of managers. Indeed, in 1913 and 1914 the colony suffered severe treatment in company with many other charitable institutions in the matter of appropriations, in spite of the fact that when the State Industrial Farm Colony was being urged, and a bill for its establishment was under discussion, the press of the State was practically unanimous in hailing its establishment as one of the most progressive steps that the State of New York could take. The deplorable condition of tramps and vagrants, both inside and outside our correctional and charitable institutions in the State, has long been a disgrace to the State. During 1914, the site of the colony has been temporarily farmed by the State Hospital for the Insane located at Poughkeepsie. The board of managers of the colony have asked for an appropriation in 1915 of \$225,000, sufficient to enable them to begin the construction of the necessary buildings and to utilize inmate labor for that purpose so far as practicable.

Nor has the State Reformatory for Misdemeanants, established in 1912, fared any better. Indeed, although the State Reformatory for Misdemeanants is, "on paper," over two years old, the site for the reformatory has not yet been purchased. This institution is grievously needed. The prison system in New York State presents a strange paradox. Training schools are provided for delinquent boys and girls under sixteen years of age. There are reformatories for boys and men from sixteen to thirty years of age who have been convicted of felonies. Reformatories are also available for girls from fifteen to thirty years of age. The wayward boy of

over sixteen years, however, who has not committed a felony but who must be sent away for the commission of a minor crime, is denied all reformatory treatment (except in the City of New York).

How does the great State of New York discharge its duty to boy minors, between the ages of sixteen and twenty-one, who must receive institutional treatment for the commission of minor crimes? It consigns them to penitentiaries and jails. Most of the inmates of the penitentiaries are kept in idleness. In some of the penitentiaries the cell accommodations are unfit for human beings. Idleness is a frequent and extremely debilitating and degenerating condition in our penitentiaries and jails. The conditions in county jails are even worse than at the penitentiaries. Only a few jails furnish employment and that of the most rudimentary kind. Only a few jails have yards and the inmates of the jails have practically no exercises in the open during the period of confinement. The jail construction is generally a cage affair, the cells opening into corridors where the inmates frequently mingle during the whole day, playing cards and loafing away their time. While the county law prevents the mingling of minors and adults in jails, it is constantly violated, notwithstanding the most strenuous efforts of the Commission of Prisons. Abominable practices are reported.\*

That the State of New York should continue to refuse its most helpable delinquents (those between the ages of sixteen and twenty-one), convicted of minor crimes, the best correctional and educational training that the State can give, and that it still condemns them to centers of idleness and degeneracy, deserves the severest criticism. The heart of any one grows sick who visits our county jails and sees young men under the conditions described above. Not infrequently the statement is flippantly made by the casual thinker or reader that prisoners are in these modern days receiving too much attention and too many benefits. It is easy indeed to criticize and joke in a semi-cynical way at the efforts of prison reformers. Unfortunately, the most effective cure for any such flippancy is the hardest to apply, viz.—the personal visit to those institutions which “reformers” bitterly com-

\* Excerpt from address of Prison Commissioner Wade, 1911.

plain of, and then by contrast those institutions in which increased privileges in the direction of a larger humanity have been granted.

It is difficult, for instance, for any one of a humane nature to stand in a bitterly chilly cellhall at Sing Sing on a raw winter day and consider with equanimity the thrusts of ill-informed critics or professional editorial writers at the alleged “coddling” of the convict. It is impossible for our inspectors of jails to go among the men and boys in an ancient, miserably lighted jail, inimical to health and producing hatred of society, without chafing at the indifference of citizens who, were they to see in their terribly deplorable reality many still existing conditions, would rise in their indignation and wonder that they could have been so blind. It was a fearful, but perhaps inevitable, error in the progress of civilization that walled the prisons in and excluded the light of public opinion and knowledge through the very act of preventing the criminal from escaping. The treatment of prisoners in the State of New York continues to be in part contrary to the most fundamental dictates of decency.

#### CLASSIFICATION OF PRISONERS.

It is therefore natural that an important trend in prison reform in our State has been toward the greater classification and segregation of delinquents, according to their characteristics and abilities. Whereas, in the earlier days of the State, the jail and the prison constituted the correctional system, there have developed out of the prison the reformatory, the hospital for insane criminals, the penitentiary, the separate prison for women, the juvenile reform schools, and other correctional institutions. Within the limits of the State prisons themselves has come an approach to a classification, in that Sing Sing prison receives mainly the first-terms, those convicted for the first time of felony, Auburn prison the so-called second-terms, Clinton prison the so-called third-terms, and Great Meadow a selected group from other State prisons who toward the close of their terms seem capable of a large degree of responsibility and consequently are employed on the large unconfined acreage of New York's only farm prison.

The State reformatories have developed out of the prisons, and in their turn have become specialized, there being two

State reformatories for male felons, two State reformatories for women (including felons and misdemeanants), and a New York City reformatory for misdemeanants.

Early in the century, reform schools for children began to be established, the first in 1824 in New York city, called the House of Refuge. To-day the field of child reformation is well specialized. The State maintains the State Agricultural and Industrial School for Boys at Industry and the State Training School for Girls at Hudson, and is now building the State Training School for Boys at Yorktown Heights. Several reform schools under private management exist, such as the New York Juvenile Asylum at Dobbs Ferry, the Jewish Protectory at Hawthorne, the Lincoln Agricultural School at Lincolndale, the Catholic Protectory in New York City, and the Berkshire Industrial Farm at Canaan, as well as the House of Refuge on Randall's Island.

Specialization and classification have developed still further. It is the accepted principle of the State to segregate in special institutions those delinquents who will not fit into the "normal" reformatories and prisons. There have been established, therefore, a State Industrial Farm Colony for Tramps and Vagrants, the land for which has been purchased; a State Reformatory for Misdemeanants, the site of which has not yet been selected; and by the City of New York a Farm Colony for the treatment of inebriates and drug addicts, the site of which is in Orange County. In 1913 the Prison Association helped to secure the passage of a bill providing for the selection of a site for a State custodial institution for feeble-minded male delinquents and for the establishment also of observation centers and laboratories for the detection of feeble-mindedness. This bill passed both Assembly and Senate, but was vetoed by Governor Sulzer.

For many years there have been five county penitentiaries in the State, located, respectively in: New York (Blackwell's Island), Albany, Jamesville (near Syracuse), Rochester and Buffalo. These penitentiaries are "halfway institutions" between the prison and the county jail. They receive misdemeanants and some felons. In some of the penitentiaries a considerable proportion of the population is composed of vagrants. The terms are short, the idleness far too common. The penitentiaries are managed by the counties in which they are located and receive from adjoining counties prisoners

whose terms are longer than would ordinarily cause their detention in the county jail. For a number of years the Prison Commission in particular, supported by the Prison Association, has advocated the abolition of these county penitentiaries and the substitution thereof of State district workhouses, under the control of the State, to which inmates now confined in penitentiaries and jails, if convicted of crime, should be sent. The proposed district workhouses would conduct both agricultural and industrial occupations, would be on wide acreage, would be economically constructed and would, to a far greater degree than is at present the case with the penitentiaries, contribute to their own support.

In each county of the State there is a county jail, in several counties more than one jail. These jails are considered the weakest link in the prison system. While the jails in New York probably rank, in physical conditions and in their general up-keep, with any jails in the country, they can nevertheless not escape in large measure the appellation frequently made, of "schools of crime." It has been only too conclusively proved that county management of a correctional institution is generally not a satisfactory management. The sheriff, who is the chief executive officer, holds his position for not over three years, and cannot be his own successor. The conduct of the jail is only one of his many duties and is often handed over in large measure to a subordinate. County officials are seldom, if ever, good penologists. Their knowledge is of the occasional and undigested order. They aim to keep taxes down and tend to take advantage of political opportunities for themselves or their friends. Prisoners in county jails suffer seriously from such conditions. The county jail has little or no reforming influence, conducts few useful occupations, conducts no schools, has no parole system in connection with it, and generally turns the prisoner loose worse than when he went in. In the second part of this volume, on pages 268 to 454, will be found reports of the inspectors of the Prison Association on their inspections of county jails.

County jails should not be used for the detention of persons convicted of crime. Such jails should be solely for purposes of detention prior to or during trial.

Each community has its local lockup, or in the case of the larger communities, its police stations. These lockups even now are much neglected, although the Prison Commission

during the last few years has given special attention to the lockups, securing much improvement in many of them. By Chapter 379 of the Laws of 1914, power was given the Prison Commission to close up any lockup or police station in the State in case the conditions of such lockup or police station render it unfit for the confinement of prisoners. The burden of proof is therefore on the community to show that the lockup or police station is in proper condition. Otherwise, at the expiration of thirty days, unless restrained by court order, the Prison Commission is empowered to close the lockup or police station. As a result of this none too drastic law, great activity has been shown by the Prison Commission in many parts of the State during 1914, communities having thus been forcibly reminded of their duties to the prisoners, who, particularly because their stay is generally short, have heretofore attracted little attention on the part of the public.

It can be seen, therefore, that while in the case of the more serious offenses, the State has already made a fair degree of classification through the establishment and development of special institutions, such as reformatories and special colonies, the proper treatment of misdemeanants is still deplorably infrequent.

#### THE DEFECTIVE DELINQUENT.

In all institutions, the feeble-minded delinquent offers a peculiar and complicated problem. Whereas the insane prisoner, or the delinquent who becomes insane prior to conviction, may be transferred in this State to one of two State hospitals for the insane (Matteawan or Dannemora), there is no special institution for the custody and treatment of the feeble-minded delinquent. Mention was made above of the effort of the Prison Association in 1913 to secure a site for such an institution. There are several State asylums for the feeble-minded which, however, receive relatively few delinquents, and are not intended for that purpose. Moreover, the institutions are crowded with non-delinquent, non-criminal inmates, whereas every correctional institution in the State reports a greater or smaller percentage of feeble-minded persons among its inmates.

Feeble-mindedness is an elusive mental condition. Idiots and imbeciles are fairly easy to distinguish and to classify.

The so-called "moron" class, in which are grouped those mentally backward or deficient persons who are more or less incompetent to maintain themselves in competition with their fellows without assistance of others, is a large group, and our correctional institutions are found to be the destination to a serious degree of such persons. In recent years many statements, sometimes presenting surprisingly high percentages, have been given out as to the proportion of mentally defective persons in correctional institutions.

While statements as to the proportion of feeble-mindedness in correctional institutions are undoubtedly often rendered unreliable because of the difficulty of definition, and because of the haste and inadequacy with which some examinations have undoubtedly been conducted, there is no doubt whatsoever of the presence of a sufficiently large group of mental defectives to justify special emphasis and efforts for the establishment of one or more institutions for their adequate care. The presence of prisoners relatively unimprovable mentally is not only a criticism of the inability of the State to segregate properly, but acts as a serious detriment to the proper administration of the institution itself in which such prisoners are found.

A commission to investigate the present provision for the mentally deficient was established by law in 1914, and under the chairmanship of Hon. Robert W. Hebbard, Secretary of the State Board of Charities, has conducted investigations and public hearings at which the Prison Association has been represented. There are undoubtedly as many feeble-minded persons in New York State as there are insane persons. Except for the highest grades of the mentally deficient, every feeble-minded person is said to be a potential criminal. That more crime is not traced directly to feeble-mindedness is due to the guardianship exercised over many feeble-minded persons by their friends. That much crime is committed by feeble-minded persons there is no doubt. That the public is not more alive to the connection between feeble-mindedness and crime is not surprising, because feeble-mindedness is often only gradually observed. What may seem at first stupidity or foolishness or "lack of brains" is only gradually discovered to be a constitutional defect.

Feeble-minded women of child-bearing age are a very serious menace to society. The mental deficiency of prostitutes is so

frequently observable as to be a matter of common knowledge to social workers and others dealing with delinquents. Mental deficiency in young people makes them incompetent and irresponsible, short-sighted as to the future, and quite thoroughly incapable of seeing things in their proper perspective.

Consequently, for the reduction of crime in this State, and for the much more efficient administration of our existing correctional institutions, the State *must* establish custodial institutions for mentally defective delinquents. In the absence of such institutions, a law passed in 1914 and embodied in Chapter 361 provides a more satisfactory method of committing to an existing institution not only feebleminded delinquents, but also feebleminded persons prone to delinquency. This act has for several reasons been utilized too sparingly, but will prove valuable, especially after proper institutions for the mentally defective delinquent have been established.

#### POPULAR EDUCATION IN PRISON REFORM.

A sane public opinion is the basis for a sane democracy. There will be no sane prison reform in general until there is a sane understanding by our people of prison conditions and of the principles and methods that must be used to protect society and to reform the criminal. Therefore it is of the highest importance that the "public," which in all social reforms is named as the especial body to be "educated," should have an intelligent knowledge of the peculiar and complicated problems involved in a rational treatment of the delinquent. The Prison Association exists partly for that purpose.

Such information, to be generally disseminated and to be powerful in moulding public opinion, must be neither "dry-as-dust" nor "yellow." It is true beyond argument that the picturesque and the novel attracts attention, and, therefore, proper efforts to present the more conspicuous and interesting sides of prison reform are legitimate, if thereby the perspective of the public is not distorted. Too often in the past, prison reform has suffered from the belief on the part of the social reformers that severity of presentation and absence of color are always essential in the presentation of truth.

In recent years, much of this feeling has disappeared. With no less tendency to be accurate, many of the chief participants in prison reform have adopted for presentation and propa-

ganda many of the legitimate lines of "human interest" that focus in prisons and other correctional institutions. Furthermore, it has happened that in 1914, in New York State, several appointments of conspicuous fitness have been made under circumstances of general interest.

The accession of Miss Davis to the Commissionership of the Department of Correction in New York City attracted national attention, partly because of Miss Davis's excellent reputation as the Superintendent of the New York State Reformatory for Women at Bedford, and partly because for the first time a woman commissioner had been appointed as the executive head of a great city department.

During the year many other events within our State continued to furnish excellent material for newspapers and for the more sober periodicals. Mr. Osborne's experience as a voluntary prisoner in 1913 at Auburn prison was followed by the development of the Mutual Welfare League at Auburn throughout the year. Great Meadow prison extended its agricultural and road work. Sing Sing prison in June gave to its prisoners the daily privilege of the yard for a portion of the afternoon. In November, Mr. Osborne was appointed Warden of Sing Sing prison. Clinton prison also gave yard privileges.

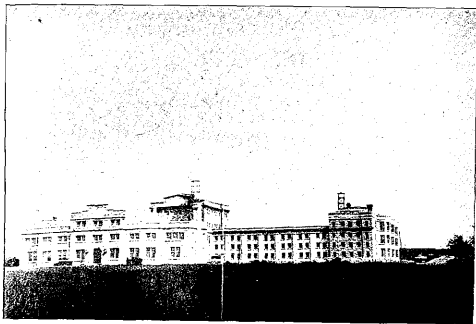
During 1914, also, within our own State, the Commission on Prison Reform, appointed by Governor Sulzer in 1913, continued its investigations and rendered a report which was widely noticed in the press. A series of conferences, held by the Women's Department of the National Civic Federation (New York and New Jersey district) at Carnegie Hall and Hotel Astor, brought Governor Glynn as the presiding officer and resulted in the formation of a Joint Committee on Prison Reform which published the proceedings of the conferences and during the summer and fall of 1914 planned an extensive correctional exhibit, which was, however, abandoned for the winter of 1914 and 1915, because of the influence of the European war upon charitable contributions. Nevertheless, a series of important conferences is being developed by the Joint Committee on Prison Reform which will be held in various important cities of the State. Of special significance and value has been the very active participation, through the Women's Department of the National Civic Federation, of energetic women in the educational and legislative branches of

prison reform in our State. The Prison Association has gladly and confidently cooperated in this movement, which bids fair during 1915 to develop even more important functions.

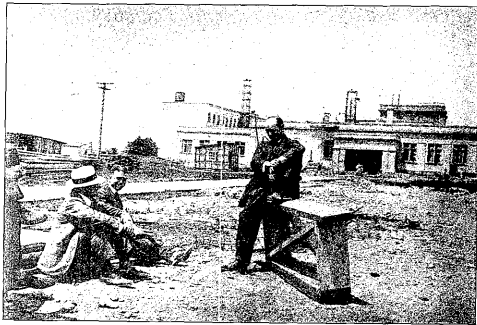
During the year also the National Committee on Prison Labor, with headquarters in New York, has held frequent public meetings and has given special attention to newspaper publicity regarding prison labor.

The development of prison reform has, however, by no means been confined to the State of New York. Indeed, many important developments have occurred elsewhere. Warden J. T. Gilmour has brought much nearer to completion the Central Farm Prison at Guelph, Ontario. Chairman Frank H. Randall of the Prison Commission of Massachusetts, who in 1913 was called by Governor Foss from Minnesota to be the executive head of the Massachusetts prison system, urged the passage of a large number of important measures of legislation which, though failing of passage, nevertheless gave rise to extended discussion in the newspapers of the Bay State. In New Jersey, a modified system of self-government has been introduced at the State Reformatory, and there have been important developments in road work and at the State prison farm. Pennsylvania has seen the beginning of the construction of the new Central Penitentiary at Bellefonte on a bountiful site of 5,000 acres. The workhouse farm at Occoquan of the District of Columbia has made important progress toward self-support. Many humane innovations at the Maryland State penitentiary have seriously reduced the surplus from prison labor which the State has in previous years enjoyed, but the innovations have gratified the citizens of Maryland.

Indeed, it would be possible to cite practically every State in the Union as developing more intelligent methods of dealing with prisoners. This was strikingly manifested at the annual meeting of the American Prison Association at St. Paul in October when prison officials and prison wardens vied with each other in their eagerness to state their latest efforts and experiments in more liberal and humane methods of treatment. It is not stretching the truth to say that probably the most interesting and picturesque phase of social reform in 1914, relating to the remedial treatment of the wards of the State, has been that of prison reform.



Prison Farm, Guelph, Ont. The Front of the Prison.



Prison Farm, Guelph, Ont. Warden J. T. Gilmour Telling of His Building Operations.

## THE PRESSING NEEDS OF THE STATE'S INSTITUTIONS.

Practically without exception, the State's charitable and correctional institutions are suffering from grievously inadequate appropriations. The State, having undertaken to establish or maintain necessary institutions for the dependent, defective and delinquent wards of the State, has in recent years refused to make necessary appropriations for their construction or continuance. The income of the State in recent years has been far less than the most necessary demands upon its treasury. In consequence its institutions have grievously suffered. Overcrowding, neglected repairs, buildings planned but not built, necessary positions not filled or not created—these are some of the most frequent complaints from the institutions.

The State must face the problem of how to raise the necessary funds for the completion of existing institutions and for the establishment of institutions quite as necessary. One or more bond issues, to provide the needed funds, seems the only solution, and the Constitutional Convention of 1915 must face this problem. Furthermore, the supervision and control of the State's charitable and correctional institutions demand revision. Nearly a score of boards, commissions and organizations now have some form of supervisory or administrative control of the State's institutions. A considerable portion of the clerical and administrative force of our prisons, reformatories, asylums and hospitals are frequently engaged in giving or compiling information for the supervisory and administrative bodies of the State. The State system should be simplified, and, when necessary, strengthened. It would be unwise for the Prison Association to single out among the great needs of our institutions any special features, yet it should be emphasized that the State must not turn back from its deliberately assumed position of guaranteeing the establishment of specialized modern institutions for male juvenile delinquents (the State Training School for Boys at Yorktown Heights); the young misdemeanants (The State Reformatory for Misdemeanants); and the tramp and vagrant (The State Industrial Farm Colony for Tramps and Vagrants).

Furthermore, while the State has made remarkable provision for its insane, its provision for the feeble-minded, especially the defective delinquent, is wretchedly inadequate and the State owes, as almost a first duty to itself and to its citizens, the establishment of a State asylum for the defective delinquent.

## TREASURER'S REPORT

### SCHEDULE "A"

#### STATEMENT OF ASSETS AND LIABILITIES AT DATE OF SEPTEMBER 30, 1914.

Cash:	ASSETS.	
<i>Mechanics and Metals National Bank:</i>		
Treasurer's Fund	\$1,280 59	
Samuel M. Jackson Library Income Fund	105 94	
Due Union Trust Company (Asst. Sec. Fund)	\$29 61	\$1,386 53
Due U. S. Trust Company (Endowment Funds)	10 00	
Due U. S. Trust Company (Kane Fund)	5 69	45 30
		\$1,431 83
<i>Bank of the Metropolis:</i>		
General Secretary's Fund	\$62 85	
Russell Sage Foundation	2 11	
		64 96
<i>Petty Cash:</i>		
General Secretary's Fund		132 95
<i>Sundry debtors (cash items):</i>		
General Secretary's Fund	\$116 73	
Treasurer's Fund	1 76	
		118 49
<i>United States Trust Company:</i>		
Julia Billings Fund	\$2,500 00	
Endowment Fund	306 24	
John Innes Kane Memorial Fund	6 81	
		2,813 05
<i>New York Life Insurance and Trust Company:</i>		
Reserve Fund		2,965 50

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## TREASURER'S REPORT

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#### *Union Trust Company:*

Assistant Secretaries' Fund	\$833 73	
Mary H. Brush Fund	375 00	
		\$1,208 73
Total cash		\$8,735 51

#### *Investments (at cost):*

Endowment Fund	\$69,715 00	
John Innes Kane Memorial Fund	4,987 50	
Mary H. Brush Fund	2,625 00	
Samuel M. Jackson Library Fund	2,500 00	
		79,827 50

#### *Real Estate (at cost):*

House and lot, 135 East 15th street	22,500 00	
-------------------------------------	-----------	--

#### *Due from reformatories:*

<i>New York State:</i>		
Elmira	\$75 00	
Napanoch	25 00	
		100 00

#### *Interest accrued:*

Investments	\$1,395 97	
Bank balances	67 96	
		1,463 93

#### *Prepaid Expense:*

Insurance premiums	\$155 25	
Railroad mileage books	16 64	
		171 80

Total assets \$112,797 93

#### LIABILITIES.

Special donations	\$1,907 93
Expenses, due or accrued	1,323 91

#### *Capital:*

Endowment Fund	\$70,031 24
John Innes Kane Memorial Fund	5,000 00
Mary H. Brush Fund	3,000 00
Reserve Fund	2,965 50



Julia Billings Fund.....	\$2,500 00	
Samuel M. Jackson Library Fund.....	2,500 00	
Assistant Secretaries' Fund.....	863 34	
Samuel M. Jackson Library Income Fund.....	162 19	
Russell Sage Foundation.....	2 11	
	<u>\$87,024 38</u>	
Capital account.....	22,541 71	
		\$109,566 09
Total liabilities.....		<u>\$112,797 93</u>

## SCHEDULE "B"

## RECEIPTS AND EXPENDITURES FOR THE YEAR ENDING SEPTEMBER 30, 1914.

## RECEIPTS.

## Balance, September 30, 1913:

United States Trust Co.....	\$3,280 97	
New York Life Ins. & Trust Co.....	2,987 78	
Union Trust Co.....	2,109 57	
Mechanics & Metals National Bank...	1,810 95	
Petty cash.....	177 62	
Sundry debtors (cash items).....	107 56	
Bank of the Metropolis.....	51 36	
		\$10,525 81

## Donations:

General.....	\$18,081 42	
John Innes Kane Memorial Fund.....	5,000 00	
Assistant Secretary's Fund.....	3,500 00	
Special relief.....	2,761 00	
Endowment Fund.....	1,000 00	
Julia Billings Fund.....	2,500 00	
General Relief.....	1,457 65	
		\$34,300 07

## Interest:

Investments.....	\$3,350 42	
Bank balances.....	126 71	
		3,477 13

## TREASURER'S REPORT

## Reformatories:

New York State, Elmira....	\$900 00	
Napanoch.....	300 00	
		\$1,200 00

## Mary H. Brush Fund:

Paid on account of Maffee mortgage..	125 00	
Refunds.....	8 25	
Funds held in trust.....	4 00	
		<u>\$39,114 45</u>
		<u>\$49,640 26</u>

## EXPENDITURES.

Special donations.....	\$1,985 31	
Exchange on cheques.....	6 82	
Funds held in trust.....	4 00	
		\$1,996 13

## General secretary's bureau:

Salaries.....	\$10,933 71	
Postage.....	1,236 70	
Printing and stationery.....	1,216 02	
Transportation, hotels and carfares....	515 41	
Telegrams, telephone and messengers..	287 83	
Office supplies.....	209 57	
Furniture and fixtures.....	207 93	
Sundry payments.....	160 64	
Inspections and investigations.....	150 00	
Relief.....	134 75	
Library.....	113 69	
Sing Sing work.....	104 66	
Annual reports.....	97 78	
Newspapers and periodicals.....	94 64	
Conferences, membership and organization.....	50 90	
Photos and films (mainly half-tones for appeals).....	40 05	
Prison Sunday.....	34 50	
Express and cartage.....	5 95	
Publicity.....	5 00	
		15,599 73

*Assistant secretaries' bureau:*

Salaries.....	\$3,544 33
Transportation, hotels and carfares....	572 57
Furniture and fixtures.....	135 53
Printing and stationery.....	21 65
Sundries.....	11 47

\$4,285 75

*House:*

Salaries.....	\$384 00
Repairs.....	230 58
Insurance.....	188 75
Fuel.....	177 50
Supplies.....	136 40
Light.....	130 10
Water.....	27 10
Sundries.....	19 85

1,294 28

*Parole bureau:*

Salaries.....	\$1,200 00
Transportation, agents' expenses and carfares.....	227 92
Loans.....	30 08
Relief.....	15 10
Sundries.....	30

1,473 40

*Probation bureau:*

Salaries.....	\$2,974 20
Transportation, agents' expenses and carfares.....	134 37
Relief.....	18 00
Sundries.....	11 67

3,138 24

*Relief bureau:*

Food.....	\$1,660 46
Rent, board and lodgings.....	1,252 80
Salaries.....	660 00
Sundries.....	123 60
Transportation and carfares.....	108 15
Moving and storage.....	56 00
Labor for and by applicants.....	51 50
Clothing.....	19 71

3,932 22

*Investments:*

Invested in period, per Schedule "C"	
John Innes Kane Memorial Fund.....	\$4,987 50
Endowment Fund.....	3,947 50
Mary H. Brush Fund.....	250 00
	<u>\$9,185 00</u>
	\$40,904 75

*Balance, September 30, 1914:*

New York Life Ins. & Trust Co.....	\$2,965 50
United States Trust Co.....	2,813 05
Mechanics & Metals Nat. Bank.....	1,431 83
Union Trust Co.....	1,208 73
Petty cash.....	132 95
Sundry debtors (cash items).....	118 49
Bank of the Metropolis.....	64 96
	<u>8,735 51</u>
	\$49,640 26

## SCHEDULE "C"

## INVESTMENTS AT DATE OF SEPTEMBER 30, 1914.

## ENDOWMENT FUND.

Investments.	Rate %	Interest due.	Valuation at cost.	Interest accrued.
<i>Bonds:</i>				
5 C. R. I. & P. Railway....	4	Jan. & July.	\$4,823 75	\$50 00
5 C. & N. W. Railway.....	4	May & Nov.	4,943 75	83 33
1 M. St. P. & S. S. M. (Acquired April 1, 1914)....	4	Jan. & July.	947 50	10 00
<i>Bonds and mortgages:</i>				
.....	4½	May & Nov.	42,000 00	787 50
.....	4½	May & Nov.	12,000 00	225 00
.....	4½	Apr. & Oct.	2,000 00	45 00
.....	5	Jan. & July.	3,000 00	37 50
			<u>\$69,715 00</u>	<u>\$1,238 33</u>

## MARY H. BRUSH FUND.

*Bonds and mortgages:*

.....	5	June & Dec.	\$2,375 00	\$36 12
.....	5	Jan. & July.	250 00	3 12

## SAMUEL M. JACKSON LIBRARY FUND.

*Bond and mortgage:*

.....	4½	Apr. & Oct.	2,500 00	56 25
-------	----	-------------	----------	-------

## JOHN INNES KANE FUND.

*Bonds:*

1 Union Pac. R. R. (\$500)				
(acquired April 1, 1914)	4	Jan. & July.	487 50	5 00

*Bond and mortgage:*

.....	5	Jan. & July.	4,500 00	56 25
-------	---	--------------	----------	-------

\$79,827 50 \$1,395 07

## SCHEDULE "D"

## CONDITION OF THE VARIOUS FUNDS AT SEPTEMBER 30, 1914.

## STATEMENT OF THE ENDOWMENT FUND.

Balance at credit of fund, September 30, 1913.....	\$69,031 24
Received from donors.....	1,000 00
Interest received from United States Trust Company..	17 01

\$70,048 25

Interest transferred to treasurer's fund.....	17 01
---	-------

## Balance, September 30, 1914:

On deposit in United States Trust Company.....	\$306 24
On deposit in Mechanics and Metals National Bank.....	10 00
Invested per Schedule "C".....	69,715 00
	<u>\$70,031 24</u>

## JOHN INNES KANE MEMORIAL FUND.

Received from donor.....	\$5,000 00
Interest received from United States Trust Company....	4 80

Interest transferred to treasurer's fund....	\$4 80
--	--------

## Balance, September 30, 1914:

Invested, per Schedule "C".....	5,000 00
	<u>\$5,004 80</u>

## STATEMENT OF THE MARY H. BRUSH FUND.

Balance at credit of fund, September 30, 1913.....	\$3,000 00
Interest received from Union Trust Company.....	7 16

\$3,007 16

Interest transferred to treasurer's fund.....	7 16
---	------

## Balance, September 30, 1914:

On deposit in Union Trust Company..	\$375 00
Invested per Schedule "C".....	2,625 00
	<u>\$3,000 00</u>

## STATEMENT OF THE RESERVE FUND.

Balance at credit of fund, September 30, 1913.....	\$2,965 50
Interest received from New York Life Insurance and Trust Company.....	44 47

\$3,009 97

Interest transferred to treasurer's fund.....	44 47
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## Balance, September 30, 1914, on deposit in New York

Life Insurance and Trust Company.....	<u>\$2,965 50</u>
---------------------------------------	-------------------

## JULIA BILLINGS FUND.

Received from donor.....	\$2,500 00
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## Balance, September 30, 1914:

On deposit in United States Trust Company.....	<u>\$2,500 00</u>
--	-------------------

## STATEMENT OF THE SAMUEL M. JACKSON LIBRARY FUND.

Balance, September 30, 1913.....	\$2,500 00
Balance, September 30, 1914:	
Invested, per Schedule "C".....	\$2,500 00

## STATEMENT OF THE ASSISTANT SECRETARIES' FUND.

Balance, September 30, 1913.....	\$1,597 58
Received from donors.....	3,500 00
Interest received from Union Trust Company.....	51 51

Expenditures.....	\$5,149 09
	<u>4,285 75</u>

Balance, September 30, 1914:	
On deposit in Union Trust Company..	\$833 73
On deposit in Mechanics and Metals	
National Bank.....	29 61

Balance, September 30, 1914.....	<u>\$863 34</u>
----------------------------------	-----------------

## INTEREST RECEIVED FROM INVESTMENT OF THE SAMUEL M. JACKSON LIBRARY FUND.

Interest received from investment of the Samuel M. Jackson Library Fund.....	\$105 94
Interest receivable from above investment due October 1, 1914.....	56 25

## Balance, September 30, 1914:

On deposit in Mechanics and Metals	
National Bank.....	\$105 94
Receivable.....	56 25
	<u>\$162 19</u>

## STATEMENT OF THE RUSSELL SAGE FOUNDATION.

Balance at credit of fund September 30, 1913.....	\$2 11
Expenditures.....	<u>NIL</u>
Balance, September 30, 1914, on deposit in Bank of the Metropolis.....	<u>\$2 11</u>

We hereby certify that we have examined the books, accounts and vouchers of the Prison Association of New York for the year ending September 30, 1914, and that the above statement is correct.

TOWNSEND AND DIX,

*Auditors.*

## LIFE PATRONS.

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

Barbey, Mrs. Henry I.  
 Brewster, Robert S.  
 Brown, M. Bayard.  
 Clark, F. Ambrose.  
 Dodge, Cleveland H.  
 Gold, Cornelius B.  
 Harkness, E. S.  
 Harrah, Charles J.  
 James, Arthur Curtiss  
 James, Mrs. D. Willis.  
 Lewishon, The Misses Alice and Irene.  
 McHarg, Henry K.

Phipps, Henry.  
 Pyne, Percy R.  
 Rockefeller, John D.  
 Sage, Mrs. Dean.  
 Schiff, Jacob H.  
 Schiff, Mortimer L.  
 Scott, William H.  
 Stetson, Francis Lynde.  
 Stewart, Lispenard.  
 Thorne, Samuel.  
 Tiffany, L. C.  
 Woerishoffer, Mrs. Anna.

## HONORARY LIFE MEMBERS.

By Contributions of \$100 at One Time.

G. W. W.  
 A Friend.  
 Astor, Mrs. Ava Willing.  
 Astor, Mrs. John Jacob.  
 Baker, George F.  
 Bell, Mrs. Gordon Knox.  
 Bliss, Miss Catherine A.  
 Bowen, Mrs. Larry S.  
 Brokaw, George I.  
 Brown, Alexander H.  
 Brownell, Miss Matilda A.  
 Bruce, Miss Sarah E.  
 Carnegie, Andrew.  
 Carnegie, Mrs. T. M.  
 Chapman, Mrs. John J.  
 Chisolm, B. Ogden.  
 Chisolm, W. E.  
 Choate, Joseph H.  
 Clark, Edward Severin.  
 Clark, Mrs. Stephen C.  
 Clyde, William P.  
 Clyde, Mrs. William P.  
 Colgate, William.  
 Connor, W. E.  
 Cooper, James Fenimore.  
 Crimmins, John D.  
 Cronwell, James W.  
 Carring, R. Fulton.  
 De Forest, Henry W.  
 Dodge, D. Stuart.  
 DuBois, Miss Katherine.  
 Dought, Wuntrop E.  
 Ehret, George.  
 Emmons, Arthur B.  
 Frazier, Mrs. Frank P.  
 Frost, Aaron V.  
 Gallatin, Mrs. Albert H.  
 Gerry, Elbridge T.  
 Gerry, Peter G.  
 Gilman, Wuntrop S.  
 Gould, Edwin.  
 Grace Church.  
 Hadden, Alexander M.  
 Halkett, Baroness S.  
 Hall, Mrs. Bolton.  
 Harkness, Mrs. Charles W.  
 Hearn, James A. & Son.  
 Hill, Frederick T.  
 Howland, Mrs. Joseph.  
 Hurd, Richard M.  
 Hyde, Mrs. Clarence M.  
 Jemison, 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  
 Livingston, Johnston.  
 Livingston, Miss Julia.  
 Lorillard, Pierre.  
 Low, William G.  
 McClymonds, Mrs. L. K.  
 McCurdy, Richard A.  
 McKinney, Price.  
 McMillin, Emerson.  
 Marshall, Louis.  
 Minturn, Mrs. Robert B.  
 Moore, Mrs. William H.  
 Murtland, Samuel.  
 National Humane Alliance.  
 O'Connor, Thomas H.  
 Olmsted, Mrs. C. T.  
 Olyphant, Robert M.  
 Osborn, William Church.  
 Perkins, George W.  
 Pratt, Herbert L.  
 Rand, George C.  
 Reed, Latham G.  
 Richardson, Mrs. C. Tiffany.  
 St. Thomas Church.  
 Sage, Dean.  
 Sage, Mrs. Russell.  
 Sages, William H.  
 Satterlee, Mrs. Herbert.  
 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.  
 Stillman, Miss Charlotte R.  
 Stokes, Anson Phelps.  
 Stokes, Mrs. Anson Phelps.  
 Stone, Miss Annie.  
 Thomas, Seth E.  
 Thompson, Mrs. Frederick F.  
 Thorne, Jonathan.  
 Trevor, Mrs. John B.  
 Trumbull, Frank.  
 Undermyer, Samuel.  
 Vanderlip, F. A.  
 VanGerbig, Mrs. B.

Van Ingen, E. H.  
 Van Ingen, Mrs. E. H.  
 Warburg, Felix M.  
 Ward, George C.  
 Ward, John Seely.  
 Webb, William Seward.  
 Westinghouse, Church Kerr & Co.  
 White, Alfred I.

Whitney, Henry P.  
 Wilson, Mrs. H. S.  
 Winthrop, Benjamin R.  
 Wood, J. Walter.  
 Wood, William.  
 Woodin, William H.  
 Zabriskie, Mrs. George.

## LIFE MEMBERS.

By Contributions of \$50 at One Time.

A. Z.  
 C. S.  
 In Memory of A. H.  
 Acorn.  
 Adams, Thatcher M.  
 Adler, Felix.  
 Anderson, J. Cameron.  
 Andrews, Constant A.  
 Arnold, Edward W. C.  
 Astor, W. W.  
 Auchincloss, Charles C.  
 Auchincloss, Mrs. Edgar S.  
 Belmont, August.  
 Biggs, Mrs. H. M.  
 Biglow, Mrs. Lucian H.  
 Bliss, Coraeline N., Jr.  
 Bliss, Ernest C.  
 Bliss, Mrs. Robert W.  
 Borg, Simon.  
 Boyd, Mrs. Francis O.  
 Brown, Stewart.  
 Bulkley, Mrs. Edwin M.  
 Campbell, Mrs. Henry G.  
 Christ Church of New Brighton, N. Y.  
 Cheney Brothers.  
 Coffin, C. A.  
 Coffin, Edmund, Jr.  
 Coester, Mrs. Charles Henry.  
 Crane, Albert.  
 Crossman, W. A. & Bro.  
 Curing, R. Bayard.  
 de Peyster, Miss Augusta M.  
 Dinsmore, Mrs. W. B.  
 Dodge, William E., Jr.  
 Douglas, James.  
 Ellis, William D.  
 Emmet, Mrs. C. Temple.  
 Emmet, Miss Lydia F.  
 Engle, F. W.  
 Evans, Hartman K.  
 Foster, James Jr.  
 Fraser, Mrs. George S.  
 Gallatin, Albert.  
 Geer, Mrs. Walter.  
 Goodwin, James J.  
 Halsted, Miss A. B.  
 Hamilton, Frank.  
 Harkness, Mrs. Stephen V.

Healy, A. Augustus.  
 Heinsheimer, Alfred M.  
 Hencken, Mrs. Albert C.  
 Herrick, E.  
 Hoe, Richard M.  
 Horn, James.  
 Hooser, Mrs. Edward Sturges.  
 Hoyt, Gerald L.  
 Hubbard, Thomas H.  
 Huntington, Henry E.  
 Hutchinson, John William.  
 Hyde, Frederick E.  
 Irvin, Richard.  
 Jones, Edward.  
 Jones, Mrs. Edward H.  
 Jones, James J.  
 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.  
 Lobenstein, 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.  
 Metcalf Bros. & Co.  
 Moore & Schley.  
 Morgan, Miss Caroline I.  
 Morgan, Mr. & Mrs. J. P. Jr.  
 Morris, Henry Lewis.  
 Mott, William F.  
 Nelson, Charles N.  
 Nelson, Mrs. Charles N.  
 Osborne, Thomas Mott.  
 Parish, Henry.  
 Parish, Miss Susan D.  
 Parks, Leighton.  
 Pavanstated, Hugo.  
 Peabody, George F.

Pearl, Mrs. Frederick W.  
 Phelps, Mrs. William W.  
 Philbon, Eugene A.  
 Pomroy, Mrs. H. K.  
 Potter, Howard.  
 Powell, Wilson M. Jr.  
 Prosser, Thomas.  
 Raht, Charles.  
 Richard, Miss Elvina.  
 Riley, G. H.  
 Robbins, George A.  
 Roberts, Miss Elizabeth W.  
 Robertson, R. H.  
 Ross, Charles T.  
 Rothschild Bros. & Co.  
 Sarterlee, Herbert.  
 Schenck, Frederick B.  
 Scott, Mrs. George S.  
 See, Alonzo B.  
 Seilliere, Baroness.  
 Seligman, Isaac N.  
 Sheldon, James C.  
 Sicher, Dudley F.  
 Simpson, John W.  
 Skougard, Jens.  
 Slocum, Mrs. William D.  
 Speyer, James.

Steers, James R.  
 Stewart, John.  
 Stewart, Mrs. P. H.  
 Stokes, J. G. Phelps.  
 Stone, Miss Ellen J.  
 Straight, Mrs. Willard D.  
 Surton, James F.  
 Taylor, Lloyd.  
 Thompson, Mrs. Joseph T.  
 Tucker, Allen.  
 Tucker, Samuel A.  
 Van Norden, Warner.  
 Van Wageningen, Bleecker.  
 Van Winkle, Miss Mary D.  
 Virgin, S. H.  
 Ward, Artemas.  
 Watson, Mrs. James S.  
 Weld, Miss Elouise R.  
 Weld, Miss Sylvia.  
 Wellington Miss Elizabeth R.  
 White, John J.  
 Winthrop, Mrs. Grenville.  
 Winthrop, Egerton L.  
 Witherspoon, Henry H.  
 Wurte-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); S. Other Special Funds; S. S., Sing Sing Fund (campaign of publicity for abolition of Sing Sing Prison).

	A		
Abbe, Miss Harriet C		\$5 00	
Abbe, Robert	S. R.	10 00	
Abbes, Diedrich	G. R.	2 00	
Achelis, Fritz		10 00	
Acker, Henry		2 00	
Ackerman, Ernest R.		2 00	
Adams, Mrs. C. Thayer	G. R.	2 00	
Adams, Charles J.		5 00	
Adams, Mrs. Edward D.		10 00	
Adams, Mrs. John H.	G. R.	5 00	
Adler, Felix		10 00	
Adler, Isaac		5 00	
Adriance, Harris Ely		5 00	
Adriance, Miss Marion C.		2 00	
Aikman, Walter M.		5 00	
Albee, E. F.	G. R.	5 00	
Aldrich, Mrs. James H.		5 00	
Aldrich, Mrs. Richard		25 00	
Alexander, Mrs. Andrew J.		1 00	
Alexander, Mrs. Charles B.		10 00	
Alexander, George		5 00	
Alexander, Mrs. Ludwieg B.		1 00	
Alexander, P. W.	G. R.	1 00	
Alexander, Miss Sara S.	G. R.	1 00	
Alexandre, Mrs. J. Joseph.		5 00	
All Saints' Church of Harrison, N. Y.		2 00	
Allen, George Marshall		5 00	
Allen, Mrs. George Marshall		5 00	
Allen, Mrs. Paul		5 00	
Alley, James C.		1 00	
Alpers, G. W.	G. R.	1 00	
Alsop, Keege F.		2 00	
Altzmyer, Mrs. A. E.		2 00	
Ams, Charles M.	G. R.	5 00	
Anderson, A. J. C.		10 00	
Anderson, C. G.	G. R.	5 00	
Andrews, George W.		5 00	
Ansbacher, Mrs. Louis A.		1 00	
Anthony, E. G.		2 00	
Apffel, Phillips & Co.	G. R.	\$1 00	
Arkey Rubber Co.		10 00	
Armstrong, Miss Helen M.		35 00	
Arnold, Mrs. Benjamin W.		25 00	
Arnstein, Mrs. Eugene.		10 00	
Arnstet, Mrs. Leo		10 00	
Arthur, Miss L. Louise	G. R.	5 00	
Ash, Charles F.	S. R.	5 00	
Ashforth, Mrs. Frida	S. R.	5 00	
Asiel, Miss Estelle		2 00	
Assman, Fred M.	G. R.	5 00	
Astor, Mrs. John	G. R.	20 00	
Atterbury, Mrs. L. B.		5 00	
Atterbury, Miss Mary S.		5 00	
Auchincloss, Charles C.	S.	50 00	
Auchincloss, Mrs. Charles		10 00	
	C		
Auchincloss, Mrs. Edgar S.		5 00	
Arnold, Mrs. Edgar S.		5 00	
	Jr.		
Auchincloss, Mrs. Hugh D.		25 00	
Auchincloss, John Winthrop		40 00	
Auchmuty, Mrs. Richard T.		40 00	
Auerbach, Joseph S.	G. R.	15 00	
Auerbach, Joseph S.	S. R.	10 00	
Austin, Mrs. Francis B.		5 00	
Averill, Frederick L.		2 00	
	B		
Babcock, Edward Wilcox	G. R.	1 00	
Babcock, Mrs. Henry D.	G. R.	10 00	
Bachmann, Mrs. Norbert		5 00	
Bachus, Charles D.	S. R.	2 00	
Bacon, Mrs. Charles D.		25 00	
Bacon, Miss Elizabeth H.	G. R.	5 00	
Bacon, Mrs. Francis McN.		5 00	
	Jr.		
Baker, Mrs. George B.		5 00	
Bailey, Mrs. James S. Jr.	G. R.	2 00	
Bailey, Joseph	G. R.	7 50	

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## CONTRIBUTORS' LIST

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Baird, John S.	S. R.	\$6 00	Belloni, Mrs. Louis J.	\$5 00
Baker, George F.		25 00	Belloni, Miss Sadie	2 00
Baker, Mrs. Stephen		25 00	Bendheim, Adolph D.	10 00
Baldwin, Miss Adelle	G. R.	2 00	Bendheim, Henry	10 00
Baldwin, John S. Jr.	G. R.	1 00	Benedict, Miss Lydia	4 00
Baldwin, Samuel W.		2 00	*Benjamin, Mrs. Eastburn	10 00
Baldwin, Miss Theodora.		5 00	Benjamin, Mrs. H. F.	10 00
Baldwin, Miss Theodora	G. R.	1 00	Benjamin, Mrs. J. J.	5 00
Balfour, Williamson & Co.		25 00	Benjamin, Morris W.	1 00
Ballard, Mrs. E. L.		10 00	Benson, Miss Mary A.	5 00
Ballard, Stephen Rubber Co.		1 00	Berley, Mrs. John	5 00
Balton, J. Bolton		5 00	Benton, Andrew A.	5 00
Bangs, L. Bolton		5 00	Berlin, Henry C.	G. R.
Banks, James Lenox		5 00	Berringer, Jacob	1 00
Banks, Lenox		10 00	Betts, Edward H.	7 00
Baptist Church of Waterford, N. Y.		3 00	Betts, Mrs. William C.	S.
Barber, Mrs. Howard C.	S. R.	2 00	Bewer, Julius A.	2 00
Barber, Miss Justine V. R.		5 00	Richard, Louis	G. R.
Barber & Co.		10 00	Bicknell, E. M.	G. R.
Barber & Co.	S. R.	5 00	Biddle, William C.	5 00
Barbour, Robert		5 00	Bier, Mrs. Sylvan	5 00
Baring, Charles		10 00	Bigelow, Ernest A.	10 00
Barker, Mrs. George	G. R.	2 00	Biggs, Mrs. H. M.	G. R.
Barker, Miss Mary C.		10 00	Biglow, Mrs. Lucius H.	S. R.
Barksdale, Mrs. H. M.		10 00	Billings, Charles M.	1 00
Barnes, E. W.		10 00	Billings, Miss Elizabeth M.	1 00
Barnes, Mrs. H. S.	G. R.	1 00	Billings, Mrs. Frederick	5 00
Barnes, Mrs. H. W.		10 00	(Lesse)	10 00
Barnes, Mrs. John S.	G. R.	5 00	*Billings, Mrs. Frederick (Juhn)	S. R.
Barnum, Miss Laura C.	G. R.	10 00	Billings, George A.	2,500 00
Barnum, Mrs. W. M.	G. R.	5 00	Big, Alexander M.	5 00
Barnum, Mrs. W. M.	S. R.	5 00	Bingham, Mrs. George F.	10 00
Barre, Leon		5 00	Bingham, Theodore A.	5 00
Bases, Abraham		2 00	Bird, Joseph B.	G. R.
Bates, Mrs. B. F.		5 00	Bird, Mrs. Stafford	4 50
Batjer, Henry		10 00	Bishop, Mrs. H. S.	2 00
Battelle & Renwick		5 00	Bitner, John	G. R.
Battershall, W. W.		5 00	Blackwell, Mrs. Ada E.	5 00
Batterson, W. M.		5 00	Blair, B. F.	1 00
Battle, George Gordon		5 00	Blair & Co.	25 00
Bayer, Edwin S.		5 00	Blandy, Mrs. Graham F.	10 00
Baylies, Edmund L.		10 00	Bliss, Miss Matherie A.	C.
Bayliss, Mrs. Mary		5 00	Bliss, Mrs. Cornelius N.	G. R.
Bayne, D. K.	G. R.	10 00	Bliss, Cornelius N., Jr.	G. R.
Bayne, Lawrence P.		5 00	Bliss, Ernest C.	25 00
Beach, Warren C.		5 00	Bliss, Miss Lucia P. E.	25 00
Beach, William		10 00	Bliss, William H.	10 00
Beckstein, Augustus E.		25 00	Blood, Samuel S.	20 00
Becker, Mrs. Charles E.	G. R.	10 00	Bloom, Mrs. M. J.	10 00
Beckhard, Martin		10 00	Boardman, Mrs. Rosina C.	10 00
Bedell, Edward F.	G. R.	5 00	Bodenheimer, Henry	10 00
Beer, Mrs. G. L.		10 00	Boettger, Henry W.	10 00
Beer, Mrs. Julius		5 00	Bonbright, Irving W.	5 00
Beer, Sondheimer & Co.		10 00	Bonner, George T.	10 00
Behl, Edward F.		5 00	Boorae, J. V. V.	5 00
Behr, Herman & Co., Inc.		5 00	Brown, Lewis M.	10 00
Bell, Mrs. Gordon Knox.	S.	100 00	Bourne, Miss Emily H.	5 00
Beller, A.		5 00	Bowditch, Edward	5 00
Beller, William F.		5 00	Bowers, Ogden H.	5 00
Bellingher, William W.	G. R.	10 00		

\* Deceased.

Bowne, Edgar	\$5 00	Butler, Mrs. William Allen	\$10 00
Boyd, Mrs. Francis O	50 00	Butler Brothers	25 00
Boyd, Mrs. Francis O	S. R. 5 00	Burricker, Miss Mary E	10 00
Boylan, Miss Carrie Louise	1 00	Butterworth, G. Forrest	2 00
Boynton Furnace Co.	1 00	Butterworth, Mrs. George	5 00
Bradford, Mrs. John Henry	5 00	Butterworth, William H	5 00
Bradley, Miss Anna B	10 00	Byrne, James	5 00
Bradley, Miss Mary T	5 00		
Bragdon, Claude F	G. R. 5 00		
Braime, Mrs. Theodore	G. R. 10 00		
Brand, Herman	1 00		
Brazier, Mrs. Emma	2 00		
Brennan, Mrs. Michael	2 00		
Brewster, Robert S	100 00		
Brewster, Mrs. William			
Cullen	5 00		
Brewster, William T	5 00		
Brice, W. Kirkpatrick	5 00		
Brickelmaier, J. B.	5 00		
Brinckerhoff, Alexander G	5 00		
Bristol, John J. D.	5 00		
Brooks, J. Arthur	G. R. 5 00		
Brooks, S. J.	G. R. 10 00		
Brower, William L	G. R. 1 00		
Brown, John Crosby	G. R. 1 00		
Brown, Miss Julia D	G. R. 10 00		
Brown, M. Bayard	250 00		
Brown, Miss Margery	5 00		
Brown, Ray	5 00		
Brown, S. Stealey	10 00		
Brown, Mrs. Samuel W	30 00		
Brown, Selden Stanley	G. R. 5 00		
Brown, Miss Stewart	1 00		
Brown, Mrs. Waldron P	5 00		
Brown, William Adams	5 00		
Brown, Mrs. William Harmon	3 00		
Brown, Mrs. William Reynolds	3 00		
Browne, Henry B	5 00		
Browning, Mrs. J. Hull	10 00		
Bruce, Miss Sara E	100 00		
Brunswick, Mrs. Emanuel	5 00		
Bryce, Miss Edith	10 00		
Bryce, Miss Mary T	10 00		
Buckner, Thomas A	10 00		
Bulkeley, Edwin M	S. R. 10 00		
Bulkeley, Edwin M	S. R. 10 00		
Bull, F. Kingsbury	G. R. 5 00		
Bullard, Harold C	G. R. 5 00		
Bunting, Miss E. M.	10 00		
Burbank, Alonzo N	10 00		
Burdick, Anna Van E	2 00		
Burdick, Daniel W	G. R. 5 00		
Burnett, C. H. Van	S. R. 1 00		
Burnham, Charles	S. R. 1 00		
Burns, A.	3 00		
Burnside, Alexander I	G. R. 1 00		
Butler, Charles S	S. R. 4 00		
Butler, Miss Emily O	5 00		
Butler, Miss Helen C	5 00		
Butler, Willard Parker	5 00		

Chisolm, George E	\$25 00	Cornell, Edward	\$5 00
Choate, Joseph H	100 00	Cornell, Robert C	10 00
Christ Church of New Brighton, N. Y.	64 68	Cosden, A. H.	G. R. 5 00
Christian Herald	S. R. 1 00	Coster, Mrs. Charles Henry	10 00
Chubb, Mrs. Hendon	1 00	Coster, Miss Maud	G. R. 25 00
Church, J. P.	5 00	Cowing, Miss Julia	G. R. 3 00
Clark, Mr. & Mrs. J. Francis A.	20 00	Cox, M. & A. E. V.	5 00
Clark, Mrs. Mary	G. R. 1 00	Cox, Mrs. John J.	10 00
Clark, W. Irving	10 00	Coyle, Dr. & Mrs. John D.	10 00
Clarke, A. Keeney	5 00	Cragg, S. H.	5 00
Clarke, Mr. & Mrs. E. A.	5 00	Craig, Mrs. Samuel D.	G. R. 5 00
Clarke, Miss Louise	5 00	Crain, Mrs. Edwin	G. R. 5 00
Clarke, Miss Madge S.	15 00	Crain, Thomas C. T.	S. R. 5 00
Clarkson, Baner	20 00	Crampton, Adwin H.	5 00
Clarkson, Robert L.	G. R. 5 00	Crane, Mrs. E. B.	2 00
Cleland, Mrs. T. J.	G. R. 5 00	Crane, Arthur M.	G. R. 5 00
Clements, Mrs. George H.	5 00	Crane, Jerome A.	G. R. 5 00
Clendenin, F. M.	5 00	Creutzberg, Mrs. Mary F.	5 00
Clifford, A.	S. R. 1 00	Crimmins, John D.	1 00
Clyde, Miss Emeline	5 00	Crimmins, Mrs. Thomas	10 00
Clyde, George W.	100 00	Crocker, Mrs. George A.	G. R. 5 00
Clyde, William P.	100 00	Crocker, William T.	S. R. 5 00
Cockcroft, Miss Mary T.	5 00	Cromwell, Fred M.	5 00
Cockey, Mrs. Edward T.	1 00	Cromwell, James W.	25 00
Codman, Miss Sarah F.	5 00	Crosby, Miss Mary R.	5 00
Coff, Fordyce B.	G. R. 2 00	Crowell, Mrs. J.	10 00
Coffin, C. M.	G. R. 1 00	Crowinshield, Francis W.	G. R. 1 00
Cohe, Mrs. Edith A.	G. R. 1 00	Culbert, Miss Anna M.	5 00
Cohn, Mrs. H. S.	S. R. 5 00	Curiel, H.	G. R. 3 00
Cole, Harry D.	5 00	Curtis, Mrs. Charles B.	5 00
Cokefair, Isaac W.	G. R. 10 00	Curtis, Mr. & Mrs. Eugene J.	5 00
Coles, J. Ackerman	2 00	Curtis, Mrs. George	10 00
Coley, William B.	5 00	William	10 00
Coley, William	100 00	Cutting, R. Bayard	20 00
Collins, Miss Mary	20 00	Cutting, Mrs. William B.	10 00
Collins, Mrs. Richard S.	G. R. 2 00	Cuyler, Miss Eleanor deG.	10 00
Colman, Samuel	5 00		
Colts, Harry D.	5 00		
Colt, Mrs. Richard C.	S. R. 25 00		
Colt, Mrs. Stockton B.	5 00		
Constock, Miss Elizabeth	G. R. 1 00		
Constock, James C.	5 00		
Condit, Fillmore	5 00		
Condit, Frederic	5 00		
Cone, John J.	2 00		
Coner, Henry C.	3 00		
Conklin, Mrs. Katherine.	S. S. 1 00		
Conklin, Mrs. Katherine.	S. S. 1 00		
Connell, J. Harvey	5 00		
Contopulos, C.	G. R. 2 00		
Cook, Mrs. Charles T.	10 00		
Cooley, William F.	1 00		
Colledge, Mrs. Sherman	10 00		
Cooper, James Fenimore	100 00		
Cooper & Forman	G. R. 1 00		
Copp, Mrs. William A.	10 00		

\* Deceased.



Davis, Miss H. Anna.....	S. S.	\$5	00
Davis, Joseph P.....	G. R.	15	00
Davison, Miss Ella H.....	25	00	
Davison, Miss Malod.....	G. R.	25	00
Day, Dwight H.....	G. R.	3	00
Day, Harry V.....	5	00	
Day, Mrs. Henry Mills.....	10	00	
Dayton, Ralph.....	10	00	
Deas, Mrs. Helen L.....	5	00	
De Boer, David H.....	5	00	
De Champlain, Mme. Angéline.....	9	52	
Decker, Casper G.....	10	00	
de Conill, Mrs. Emilia.....	10	00	
De Cordova, Aaron.....	G. R.	2	00
Dederer, Miss Pauline H.....	1	00	
De Forest, Henry W.....	25	00	
De Forest, Mrs. Henry W.....	S. R.	10	00
De Forest, Robert W.....	15	00	
de Gersdorff, George B.....	10	00	
DeGraff, James W.....	10	00	
De Graffenried, Baroness Raoul.....	G. R.	2	00
de Groot, Miss Emma P.....	G. R.	5	00
Dehon, Miss M. H.....	25	00	
De Klyn, B. F.....	25	00	
DeLafield, Miss Julia L.....	25	00	
DeLafield, Marzulin L.....	25	00	
Delaney, J. M. & Co.....	5	00	
Delano, William Adams.....	10	00	
*Demarest, Abraham S.....	1	00	
Demuth, Mrs. Louis.....	25	00	
Denny, Miss Adeline L.....	25	00	
Denny, Miss Anna E.....	20	00	
Depew, Edward D. & Co.....	G. R.	10	00
deRham, H. Casimir.....	2	00	
DeSola Bros. & Partners.....	2	00	
Deutsch, Alexander.....	S. R.	10	00
D'Hauterville, Frederic G.....	G. R.	10	00
Dickinson, Mrs. Horace.....	2	00	
Dickson, James B.....	10	00	
Dieckrich, Miss Marie M.....	S. R.	2	00
Dieckrich, Miss Marie M.....	S. R.	5	00
Dillingham, Shepard.....	5	00	
Dinsmore, Mrs. William B.....	50	00	
Ditman, Samuel E.....	10	00	
Dodge, Arthur Douglas.....	G. R.	2	00
Dodge, Mrs. Cleveland H.....	25	00	
Dodge, D. Stuart.....	25	00	
Dodge, Miss Elizabeth W.....	10	00	
Dodge, Francis E.....	10	00	
*Dodge, Miss Grace H.....	25	00	
Doerr, Carl F.....	1	00	
Dominick, M. W.....	5	00	
Dommerick, Mrs. Louis W. G. R.....	5	00	
Donald, Miss Linda.....	5	00	
Doob, Mrs. Moritz.....	S. R.	5	00
Doolittle, O. S.....	5	00	
Doughty, Miss Alice C.....	5	00	
Douglas, Mrs. George William.....	10	00	
Douglas, James.....	50	00	
Douglas, Mrs. James.....	\$25	00	
Douglas, Mrs. John S.....	10	00	
Douglas, William P.....	G. R.	10	00
Dow, Mrs. Frederic G.....	5	00	
Dowd, John J.....	10	00	
Draper, Mrs. G. A.....	2	00	
Draper, Mrs. Henry C.....	10	00	
Dreyfus, Mrs. Ella.....	1	00	
Duane, Alexander.....	5	00	
Duane, Mrs. James May.....	G. R.	10	00
Duane, Richard.....	G. R.	2	00
DuBois, Mrs. William North.....	10	00	
DuBois, Mrs. Arthur.....	10	00	
DuBois, C. D.....	10	00	
DuBois, Mrs. Elliott C.....	10	00	
DuBois, Mrs. Eugene.....	10	00	
DuBois, Miss Katharine.....	25	00	
Duer, Miss M. Theodora.....	G. R.	5	00
Duggan, Mrs. Charles.....	10	00	
Dun, R. G. & Co.....	25	00	
Dunham, Dr. & Mrs. Carroll.....	10	00	
Dunn, Henry E.....	G. R.	5	00
Durand, Mrs. Frederic F.....	G. R.	15	00
Dutton, E. P.....	10	00	
Dwight, Mrs. M. E.....	5	00	
Dwyer, Mrs. F. L.....	2	00	

## E

Eagle, Clarence H.....	S. S.	2	00
Eames, John C.....	1	00	
Eastman, Mr. & Mrs. Lucia R. Jr.....	G. R.	2	00
Edelmann, Henry A.....	G. R.	2	00
Edgerton, Miss Gladys.....	G. R.	2	00
Edison, Thomas A.....	5	00	
Edmonds, Mrs. J. W.....	2	00	
Edwards, Henry A.....	5	00	
Edwards & Rierdan Co.....	3	00	
Ehret, George.....	25	00	
Eldritch, Robert James.....	20	00	
Einstein, Wolf & Co.....	5	00	
Eiseman, Mrs. Samuel.....	2	00	
Eisenmann, G. F.....	10	00	
Eilers, Fritz.....	5	00	
Elderts, Cornelius.....	5	00	
Ellis, Frederick L.....	5	00	
Ellis, William D.....	5	00	
Ellsworth, Robert.....	S. S.	10	00
Emery, Miss Alexandra.....	G. R.	5	00
Emmet, Mrs. C. Temple.....	50	00	
Emmet, Thereseaux.....	G. R.	5	00
Emmer, Mrs. Lydia F.....	50	00	
Emmons, Arthur B.....	25	00	
Erbsloh, Rudolph A.....	5	00	
Estes, Mrs. Webster.....	5	00	
Evans, Hartman K.....	50	00	
Everett, Mrs. C.....	1	00	
Ewen, Miss Harriette.....	1	00	
Ewer, Edward.....	1	00	

\* Deceased.

Fahnestock, H. C.....	F	\$50	00
Fairhurst, William S.....	S. R.	12	00
Falconer, Miss Sara L.....	G. R.	50	00
Fallow, Mrs. Edward L.....	G. R.	5	00
Faris, William D.....	5	00	
Feary, Mrs. Morton L.....	5	00	
Feder, J. F.....	G. R.	10	00
Ferguson, Henry.....	25	00	
Ferris, Mansfield.....	5	00	
Feuchtwanger, Miss Emma Fibel, Louis H.....	5	00	
Field, Mrs. William B.....	5	00	
Fisher, William H.....	1	00	
Field, Mrs. William D. C.....	3	00	
Fink, Martin D.....	10	00	
First Baptist Church, Gouverneur, New York.....	4	00	
First M. E. Church, Warsaw, New York.....	2	00	
Fruski, Louis L.....	5	00	
Fischer, William H.....	10	00	
Fisher, Mrs. H. J.....	20	00	
Fisher, Miss L. A.....	5	00	
Fisk, Miss Edith.....	S. R.	3	25
Fisk, Pliny.....	10	00	
Fisk, Wilbur C.....	25	00	
Fiske, George P.....	25	00	
Fleener, Mrs. Simon.....	10	00	
Flint, Augustin.....	5	00	
Floersheimer, Samuel.....	S. R.	5	00
Floyd, Miss Rosalie.....	G. R.	3	00
Floyd, Miss Rosalie.....	S. S.	1	00
*Flueheim, Herman A.....	5	00	
Foiste, Mrs. Eva.....	S. R.	1	50
Footo, Mrs. Frederick.....	G. R.	3	00
Foster, Giraud.....	10	00	
Fox, Mrs. Charles E.....	5	00	
Fox, Hugh F.....	5	00	
Fox, Louis V.....	5	00	
Francis, Charles.....	5	00	
Francis, Lewis.....	G. R.	5	00
Francis, Lewis W.....	3	00	
Francis, Mrs. Lewis W.....	G. R.	5	00
Frank & DuBois.....	5	00	
Frankfort, Maurice.....	5	00	
Fraser, Miss Jane K.....	10	00	
Fraser, Miss L. Grace.....	5	00	
Frazier, Mrs. Frank P.....	G. R.	50	00
Freeland, Mrs. H. R.....	3	00	
Freeman, Alden.....	20	00	
Freeman, Alden.....	S. R.	10	00
Frey, Miss Eliza DeG.....	5	00	
Frey, Joseph.....	2	00	
Fries, Coal Co.....	5	00	
Frisz-Holm, Mrs. Gudron.....	5	00	
Frisz, A. S.....	G. R.	10	00
Frost, Aaron V.....	50	00	
Frost, Mrs. Arthur B.....	5	00	
Fuld, Gus.....	\$5	00	
Ful, Sol.....	10	00	
Funch, Edye & Co.....	25	00	
Furniss, Miss Clementina.....	10	00	
G.....			
Gabriel, Mrs. Emily M.....	G. R.	5	00
Gabrielowich, Mrs. Clara.....	25	00	
Gadebusch, P.....	G. R.	5	00
Gallatin, Robert.....	5	00	
Gallatin, Mrs. Albert H.....	5	00	
Garding, Harold V.....	S. R.	1	00
Garretson, Miss Helen Jay.....	S. R.	5	00
Garrigue, W. A.....	5	00	
Garrison, Wilbert.....	10	00	
Gass, Frank.....	5	00	
Gattell, Benn B.....	S. S.	1	00
Geer, Miss Cornelia T.....	G. R.	1	00
Geer, Mrs. Walter.....	30	00	
Gerken, Henry.....	G. R.	10	00
Gerrish, Frank Scott.....	5	00	
Gerrish, William C.....	G. R.	5	00
Gerry, Elbridge T.....	25	00	
Getzen-Danner, O. G.....	5	00	
Gibson, Mrs. Henry S.....	S. R.	2	00
Gilbert, Clinton.....	5	00	
Gilbert, Mrs. Clinton.....	G. R.	10	00
Gilbert, George N.....	1	00	
Gillis, Frank LeGrand.....	3	00	
Gillis, Walter G.....	G. R.	3	00
Gillpatrick, Wallace.....	S. R.	1	00
Gilman, Winthrop S.....	G. R.	5	00
Gilman, Philip.....	S. R.	1	00
Gillett, David L.....	G. R.	1	00
Goddard, Fred L.....	G. R.	2	00
Goddard, Mrs. Henry W.....	G. R.	20	00
*Goddard, Mrs. R. H. I.....	10	00	
Godwin, David G.....	2	00	
Godwin, Mrs. Harold.....	5	00	
Godwin, Miss Nora.....	G. R.	5	00
*Goffe, R. H.....	G. R.	5	00
Gold, Cornelius B.....	50	00	
Goldberg, M. W.....	2	00	
Goldman, Mrs. Marcus.....	2	00	
Goldsmith, Harry B.....	5	00	
Gombers, Henry B.....	2	00	
Goodman, Augustus & Son.....	5	00	
Goodman, Edwin.....	5	00	
Goodnow, David F.....	G. R.	5	00
Goodrich, Miss Annie W.....	G. R.	5	00
Goodrich, Mrs. David.....	10	00	
Goodwin, James J.....	50	00	
Gorham E. S.....	S. R.	1	00
Gotheil, Mrs. Paul.....	5	00	
Gould, Edwin.....	100	00	
Grace Church.....	165	44	
Grace, Mrs. Morgan H.....	G. R.	3	00
Gratwick, W. H.....	25	00	
Gray, Henry G.....	10	00	

\* Deceased.

Gray, John Clinton	\$10 00	
Greiff & Co.	G. R.	10 00
Green, Mrs. James O.	5 00	
Green, William	G. R.	5 00
Greenbaum, Mrs. Samuel	G. R.	5 00
Greene, J. Ashton	10 00	
Greene, Mrs. Martin E.	5 00	
Greenleaf, Donald	G. R.	5 00
Greenwald, Mrs. S.	1 00	
Greenwood, Miss Mary M.	5 00	
Greer, David H.	25 00	
Gregory, Henry E.	5 00	
Griggs, Herbert LeBeau	10 00	
Grissold, Lorenzo	5 00	
Grossman, Mrs. Edward A.	5 00	
Grunal, Edwin A.	3 00	
Guernsey, Henry	10 00	
Guertlich, Francis	G. R.	5 00
Guinzberg, Mrs. Victor	5 00	
Guinzburg, Richard A.	2 00	
Gurnee, A. C.	10 00	
Gurnee, Mrs. Walter S.	5 00	
Gutman, B.	S. R.	1 00
Haas, Albert	H	5 00
Hadden, Alexander M.	10 00	
Hadden, Mrs. Harold Farquhar	5 00	
Hadden, Mrs. Harold Farquhar	S. R.	10 00
Hadden, Mr. & Mrs. John A.	S. R.	20 00
Haffen, Mathias	G. R.	1 00
Haffen, Mathias	G. R.	1 00
Hage, John D.	5 00	
Hague, Miss Eleanor	10 00	
Haight, J. McV.	20 00	
Haines, Charles D.	10 00	
Haines, Charles D.	S. R.	5 00
Haines, Mrs. Charles D.	5 00	
Hale, Ledyard P.	100 00	
Halkett, Mrs. Sarah M.	S. R.	5 00
Halkett, Mrs. Sarah M.	S. R.	5 00
Hall, Mrs. David P.	2 00	
Hall, Frank Oliver	20 00	
Hall, Mrs. George I.	2 00	
Hall, Mrs. George I.	S. R.	2 50
Hall, Mrs. Henry B.	5 00	
Hall, John, Memorial Sunday School	25 00	
Hall, William L.	10 00	
Ham, James M.	5 00	
Ham, James M.	S. S.	5 00
Hamerley, Mr. & Miss	30 00	
Hamil, Mrs. E. H.	1 00	
Hammond, C. S. & Co.	G. R.	5 00
Hammond, John Henry	10 00	
Hammond, Mrs. John Henry	20 00	
Hampson, Theodore	1 00	
Hand, Eugene	G. R.	10 00
Hand, Mrs. Samuel	10 00	
Handschin, Miss Elise	\$2 00	
Hard, Anson W.	10 00	
Hardenberg, Thomas E.	5 00	
Hardenberg, Mrs. Thomas	5 00	
Hardy, Charles W.	25 00	
Harkness, Mrs. Charles W.	50 00	
Harkness, Edward S.	A. S.	2,000 00
Harkness, Mrs. Stephen V.	25 00	
Harrison, Mrs. Frank D.	10 00	
Harper, Mrs. Joseph W.	5 00	
Harrah, Charles J.	50 00	
Harriman, Charles C.	5 00	
Harrison, Mrs. J. Arden	5 00	
Hartley, Miss Anna S.	G. R.	2 00
Haskell, Mrs. J. Amory	G. R.	3 00
Hastings, Mrs. George S.	10 00	
Hatters Fur Exchange	5 00	
Hayden, Mrs. Horace J.	5 00	
Hazard, F. R.	25 00	
Hazell, Thomas E.	5 00	
Healy, A. Augustus	5 00	
Hearn, James A., & Son	25 00	
Heckscher, Miss Anna M.	10 00	
Heckscher, Mrs. August	20 00	
Heidins, M. E. Church	10 00	
Elmira, New York	10 00	
Heide, Henry	S. R.	10 00
Helmer, Percy B.	5 00	
Hermann, Julius	5 00	
Heinsheimer, Alfred M.	C.	50 00
Heiser, Mrs. Rosalie M.	1 00	
Heller, E.	G. R.	2 00
Heller, Miss Eugenie M.	G. R.	5 00
Heller, Rudolph H.	G. R.	5 00
Hencken, Mrs. Albert C.	50 00	
Hench, August	10 00	
Henderson, Miss Mary W.	5 00	
Henders, Mrs. Edgar	5 00	
Henriques, Mrs. C. A.	10 00	
Henry, Mrs. Joseph	5 00	
Henry, Mrs. Francis A.	10 00	
Henry, Mrs. Howard H.	5 00	
Henry, William	10 00	
Hepburn, W. M.	8 00	
Herman, Arnold	5 00	
Herrmann, Milton C.	5 00	
Herrmann, Morris	G. R.	1 00
Herzog, Miss Caroline N.	5 00	
Herzog, Joseph	10 00	
Herzog, Oscar M.	5 00	
Hess, Edwin H.	5 00	
Hess, Arthur P.	10 00	
Hess, Simon	5 00	
Hesse, Louis	5 00	
Hewitt, Mrs. Charles B.	G. R.	5 00
Hewitt, Mrs. James A.	G. R.	7 00
Hewlett, Mrs. James A.	5 00	
Hewson, Mrs. John H.	10 00	
Higbie, James S.	15 00	
Higgins, Charles M.	10 00	
Higgins, G. E.	G. R.	2 00

Hill, Mrs. Oliver B.	\$3 00	
Hild, H. R.	5 00	
Hirsh & Schofield	G. R.	2 00
Hitch, Mrs. Frederick D.	20 00	
Hodge, Mrs. J. Edward	2 00	
Hodge, William Henry	5 00	
Hoe, Mrs. Richard March	10 00	
Hoe, Mrs. Richard March	S. R.	10 00
Hoe, Mrs. Robert	5 00	
Hofman, F. B.	10 00	
Hoffman, Miss Mary U.	10 00	
Hoffman, Samuel V.	10 00	
Hogan, Mrs. Jefferson	5 00	
Holden, Mrs. E. B.	5 00	
Holden, Edwin T.	G. R.	3 00
Holmes, John T.	G. R.	10 00
Holmes Electric Protective Co.	10 00	
Holt, Miss Constance	10 00	
Holt, Henry	10 00	
Holt, L. Emmert	10 00	
Holt, Philetus H.	5 00	
Holt, Robert S.	20 00	
Holter, Mrs. Edwin O.	10 00	
Hood, Miss Juliet K.	25 00	
Hopf, Mrs. Louise A.	S. R.	3 00
Hopkins, Mrs. F. P.	10 00	
Hopkins, Ferdinand T.	G. R.	10 00
Hopkins, J. A. H.	10 00	
Horowitz, H. L. S.	5 00	
Hosmer, Mrs. Edward S.	5 00	
Hosmer, Mrs. Edward S.	G. R.	10 00
Hotstetter, Miss Gretz	G. R.	10 00
Hottel, Mrs. Ezra W.	G. R.	5 00
Howard, George B.	G. R.	5 00
Howe, Mrs. Frank H.	G. R.	1 00
Howe, Henry M.	5 00	
Howe, J. Morgan S.	5 00	
Howell, Mrs. Willis K.	1 00	
Howells, Mrs. H. C.	5 00	
Howells, William D.	G. R.	5 00
Howler, Mrs. Joseph	1 00	
Hoyt, Mrs. Henry M., Jr.	5 00	
Hoyt, Mrs. John Sherman	S. R.	10 00
Hoyt, Reuben M.	10 00	
Hoyt, Winfield S.	5 00	
Hubbard, Thomas H.	50 00	
Hubbell, John E.	10 00	
Hubert, Conrad	10 00	
Hudner, Mrs. Isabel	1 00	
Hull, Mrs. George H., Jr.	G. R.	2 00
Hun, Marcus T.	5 00	
Hungerford, Richard S.	25 00	
Hunt, Arthur P.	5 00	
Hunt, Thomas	10 00	
Huntington, Mrs. C. R.	5 00	
Huntington, F. C.	25 00	
Huntington, Henry E.	5 00	
Huntington, Mrs. Samuel E.	10 00	
Huntton, McG. D.	5 00	
I		
Ihler, John D.	2 00	
Jain, J. Horton	5 00	
Inalee, Miss Eliza	5 00	
Insel, Louis H.	G. R.	5 00
Irvine, William & Co.	5 00	
Iseron, A. S.	5 00	
Itaham, Samuel	10 00	
J		
Jackson, Mrs. Joseph Cooke	G. R.	4 00
Jackson, Mrs. William H.	5 00	
Jackson, Mrs. William H.	S. R.	5 00
Jacob, Miss Eleanor V.	G. R.	1 00
Jacobi, Abraham	10 00	
James, Mrs. D. Willis	S. R.	100 00
James, Miss Elizabeth A.	G. R.	5 00
Jamson, E. C.	25 00	
Jay, Delancy K.	5 00	
Jeffrey, A. McL.	S. R.	1 50
Jermian, Miss M. C.	30 00	
Jewett, George L.	5 00	
Joek, James A.	5 00	
Joh, Herman	S. R.	15 00
Johnson, Miss Amy Bradish	G. R.	5 00
Johnson, Mr. & Mrs. Burgess	5 00	
Johnson, Mrs. Francis	5 00	
Johnson, Gilbert H.	S. R.	10 00
Johnson, Gilbert H.	5 00	
Johnson, Isaac B.	25 00	
Johnson, J. William	5 00	
Johnson, Leeds	G. R.	5 00
Johnson, D. V. R.	10 00	
Johnston, The Misses	5 00	
Jones, Miss Abbie E.	10 00	
Jones, Charles W.	10 00	
Jones, Frank Bowne	G. R.	5 00
Joseph, Mrs. Laurens	1 00	
Joyce, Henry L.	G. R.	5 00
Judkins & McCormick Co.	5 00	
Judson, F.	10 00	
Julian, R.	1 00	
K		
Kane, Mrs. John Innes, (for John Innes Kane Memorial Fund)	5,000 00	
Kane, Mrs. John Innes	10 00	

\* Deceased.

Karr, Miss Edythe C.	G. R.	\$5 00	Lawrence, Miss K. L.	G. R.	\$5 00
Kaufman, B.	10 00	10 00	Lawrence, Miss Arthur W.	G. R.	5 00
Kaufman, Mrs. Edward S.	10 00	10 00	Lawrence, Miss Emma		
Kayser, Julius	15 00	15 00	McA.		2 00
Keasbey, Robert A. Co.	G. R.	5 00	Lawrence, Frank R.		10 00
Kessing, F. A.	G. R.	5 00	Lawrence, Mrs. A. H.		15 00
Keller Printing Co.		3 00	Lawrence, Mrs. Harriette		10 00
Kellogg, Mrs. Charles		10 00	Law, Seth		10 00
Kellogg, F. H.	G. R.	1 00	Low, William G.		25 00
Kellogg, Mrs. F. L.	G. R.	5 00	Low, Mrs. William G.		5 00
Kellogg, Herbert S.		5 00	Ludington, Miss Mary L.	S. R.	5 00
Kelly, Joseph F.		25 00	Ludlum, George P.		5 00
Keuley, C. H.		50 00	Ludlum, William O.		2 00
Kendall, Mrs. Edward H.		5 00	Ludlum, Albert C.		10 00
Kendall, The Misses		2 00	Luders & Co., George		5 00
Kerr, Mrs. Louis S.		10 00	Lupton, Mr. & Mrs. F. M.		25 00
Kerr, Robert C.		25 00	Lusk, Graham	G. R.	5 00
Kerr, Walter		20 00	Lydig, David		25 00
Keteltas, Miss Alice		30 00	Lyle, George W.		5 00
Keyes, Edward L.	S. R.	25 00	Lynes, Miss Grace E.		10 00
Kidnansky & Levy	G. R.	2 00	Lyon, Charles O.		5 00
Kidder, Mrs. A. M.		5 00			
Kimball, Mrs. Reuel B.		1 00	M		
King, Elliott H.		1 00	M. E. Church of Sharon,		
King, John F.	G. R.	1 00	Conn.		2 25
King, Roland		5 00	McCartter, Mrs. Robert H.		1 00
Kingsford, Irving B.	G. R.	25 00	McClellan, Mrs. George B.	G. R.	10 00
Kingsland, Mrs. W. M.		10 00	McClymonds, Mrs. L. K.		100 00
Kingsley, W. S.	S. R.	2 00	McConnell, Frank W.		5 00
Kissam, Samuel H.		20 00	McCready, Mrs. Thomas L.	G. R.	5 00
Kissel, Mrs. Gustav		10 00	McCutcheon & Co., James		10 00
Edward		10 00	McDonald, Mrs. W. J.	G. R.	5 00
Kitchell, Joseph Gray		5 00	McEwan, Thomas		2 00
Knapp, James R.	G. R.	10 00	McGovern, Mrs. James		5 00
Knapp, S. Adolphus	G. R.	10 00	McKee, Mrs. James R.	G. R.	5 00
Knapp, Samuel A.		5 00	McKim, John A.		10 00
Knox, H. H.		5 00	McKinney, Glenn Ford	G. R.	5 00
Kohn, Harry D.	G. R.	5 00	McKinstry, Robert C.	G. R.	10 00
Kohstamm, Edward Leo		10 00	McLane, Guy R.		10 00
& Joseph		10 00	McLane, Mrs. James W.		20 00
Koos, Gustave A.	G. R.	1 00	McLaughlin, Chester B.	G. R.	5 00
Kouwenhoven, Pats		10 00	McLean, Miss Huel L.		5 00
Krans, Mrs. Edward H.		20 00	McLean, James	G. R.	50 00
Kursheerd, Manuel A.		5 00	McLellan, Mrs. James		10 00
Kyle, John M.		5 00	McMillin, Emerson		100 00
			McMullen, John	G. R.	5 00
			McQueen, D. P.		25 00
			Mack, Marc H.		25 00
			Mackey, Henry		20 00
Lafin, Mrs. John P.	G. R.	5 00	MacKay, Mrs. Hugh L.	S. R.	5 00
Lamont, Miss Elizabeth	G. R.	50 00	MacMartin, Malcolm		10 00
Landon, Mrs. Henry H.		10 00	MacMurray, Mrs. H. V. A.		5 00
Lane, Miss Alice L.		10 00	Nacy, V. Everit		25 00
Lane, Wolcott G.		25 00	Maes, James		5 00
Langhaar, H. L.		5 00	Mager, Mrs. F. Robert		10 00
Langsdatter, Aaron	G. R.	5 00	Main, William		5 00
Langton, John		50 00	Mandel, Max		5 00
Laner, Reginald B.		5 00	Manierre, Charles E.		5 00
Langman & Kemp		5 00	Manning, Mrs. Dora A.	S. R.	10 00
Larned, Mrs. Edwin C.		2 00	Manning, William T.		10 00
Lascoff, J. Leon		1 00	Mansted, Howard		5 00
Lasher & Lathrop, Inc.		5 00	Manter, Ignatz		5 00
Lathers, Miss Agnes		10 00	March, Misses Virginia & E. G.		2 00

\* Deceased.

Loomis, Sherman		\$10 00	Marks, Miss Lucy	G. R.	\$5 00
Lord, Mrs. George deP.		10 00	Marre, Mrs. Mary M.	G. R.	5 00
Lorsch, Edwin S.		10 00	Marrow, I. L. Co.		2 00
Loveman, Mrs. A. H.		5 00	Mars, Mrs. James A.		5 00
Low, Miss Harriette		10 00	Marshall, Charles H.	S. R.	10 00
Low, Seth		10 00	Marshall, Mrs. Robertson		5 00
Low, William G.		25 00	Martin, Alfred W.		2 00
Low, Mrs. William G.		5 00	Martin, Mrs. Alfred W.		5 00
Ludington, Miss Mary L.	S. R.	5 00	Martin, Edward S.		1 00
Ludlum, George P.		5 00	Martin, William V.		5 00
Ludlum, William O.		2 00	Martin, William V.	S. R.	3 00
Ludlum, Albert C.		10 00	Marvin, D. M.		5 00
Luders & Co., George		5 00	Marwick, James		25 00
Lupton, Mr. & Mrs. F. M.		25 00	Marx, Joseph L.		5 00
Lusk, Graham	G. R.	5 00	Mason, Alfred		2 00
Lydig, David		25 00	Mason, Rev. & Mrs.		
Lyle, George W.		5 00	Charles J.		2 00
Lynes, Miss Grace E.		10 00	Mason, Mrs. George G.		10 00
Lyon, Charles O.		5 00	Mason, Mrs. James	G. R.	25 00
			Massey, George		5 00
			Mathews, Charles T.		5 00
			Mathews, Mrs. John R.		5 00
			Mathewson, Douglas	S. R.	2 50
			Mathewson, Mrs. Douglas		1 00
			Mathias, J. A.	S. R.	1 00
			Matteson, Miss Emma B.	S. R.	1 00
			Mauter, Henry & Sons	G. R.	5 00
			Maurice, C. S.		20 00
			Maurice, Miss Marion B.		10 00
			Maxwell, Mrs. John R.	G. R.	10 00
			Mayer, Joseph G.	G. R.	2 00
			Maynard, Miss Helen L.		5 00
			Mead, Miss Edwina W.	S. R.	1 00
			Mead, Miss Lucy G.	G. R.	5 00
			Meade, Mrs. Rebecca P.		2 00
			Meade, Mrs. William	G. R.	50 00
			Meighan, Burton C.		10 00
			Meigs, Mrs. Ferris J.		10 00
			Mercer, Miss Ellen M.		3 00
			Mercer, Miss Ellen M.	G. R.	5 00
			Merriam, Miss Annie L.		5 00
			Merrick, Elliott T.		5 00
			Merrill, Mrs. Charles E.		5 00
			Merrill, Mrs. Edwin C.	G. R.	5 00
			Merrill, Mrs. Isaac H.		5 00
			Merrill, Mrs. Payson		25 00
			Merrill, Ralph W.	G. R.	1 00
			Meserole, Mrs. Catherine M.		5 00
			Meserole, Mrs. Jeremiah W.	G. R.	10 00
			Messenger, Mrs. Thomas H.	S. R.	3 00
			Metcalf, Mantion B.		25 00
			Metropolitan Tobacco Co.		5 00
			Metzger, Miss Fannie		5 00
			Meyer, Mrs. Max		5 00
			Meyer, William & Co.		10 00
			Meyers, Edwin L.		5 00
			Middendorf, Henry	G. R.	5 00
			Middlebrook, Mr. & Mrs.		
			W. W.		2 00
			Middleton		10 00
			*Milbank, Joseph	C.	100 00
			Miles, Samuel A.		10 00

\* Deceased.

Miller, Mrs. Alexander	\$10 00	Murray, Miss Catherine	\$2 00
"Miller, Henry	G. R. 5 00	Myers, Charles H.	1 00
Miller, Rudolph F.	5 00	Myers, Mrs. J. K.	5 00
Millet, Mrs. Emma C.	10 00		N
Millet, Mrs. Emma C.	G. R. 5 00		
Milligan, Charles	2 00	Nathan, Mrs. Harmon H.	5 00
Mimford, Miss Agnes A.	5 00	Neave, Mrs. Charles	10 00
Mitchell, Arthur M.	25 00	New, Abraham	3 00
"Mitchell, Mrs. Edward	25 00	New York Sand & Facing	
"Mitchell, Mrs. Ernest	5 00	Co.	G. R. 5 00
Mitchell, Mrs. John Mur-		Nichols, Mrs. John T.	G. R. 10 00
ray		Nichols, William H.	10 00
Mix, Robert J.	G. R. 10 00	Nicolai, George	G. R. 5 00
Moffat, R. Burnham	10 00	Nielsen, S.	5 00
Molnoux, Edward J.	5 00	Nielsen, S.	S. R. 5 00
Molnoux, Roland B.	5 00	Norton, T. J.	S. R. 10 00
Moller, Edwin C.	20 00	Norris, Miss Mary	S. R. 10 00
Montant, Alphonse	5 00	Norton, Mrs. Frank L.	10 00
Montgomery, James M.	10 00		O
Montgomery, John S.	S. R. 2 50	Oberdorf, David	G. R. 10 00
Moody, Harry A.	10 00	O'Dell, Daniel	5 00
Moore, Mrs. Frank	G. R. 2 00	Odrichs & Co.	10 00
Moore, George G.	G. R. 5 00	Ogden, Mrs. Charles W.	10 00
Moore, Miss Katherine T.	10 00	Ogden, Miss Mary F.	10 00
Moore, Mrs. William H.	25 00	Ogden & Wallace	10 00
Moorehouse, Miss Clara	1 00	Ogilvie, Mrs. John S.	5 00
Morgan, Miss C. L.	25 00	Olcott, Dudley	25 00
Morgan, J. P.	50 00	Olcott, George M.	2 00
Morgan, Mrs. J. P.	50 00	Olcott, Miss Katharine	G. R. 5 00
Morgan, Mrs. John B.	2 00	Olcott, Mason	4 00
Morgan, Miss Mary F.	2 00	Olmsted, Mrs. Charles T.	S. S. 5 00
Morgan, Miss Pauline	10 00	Olyphant, F. Murray	5 00
Morgan, William Fellows	20 00	Olyphant, Robert M.	10 00
Morganstein, Albert G.	5 00	Olyphant, Miss Sophie V.	G. R. 10 00
Morgenthau, M. L.	5 00	O'Neill, Mrs. Hugh	10 00
Morningstar, Charles & Co.	10 00	O'pdycke, Mrs. Emerson	10 00
Morrill, Edward T.	G. R. 5 00	"O'pdycke, Leonard E.	10 00
Morris, Mrs. Henry L.	5 00	O'pdycke, William S.	10 00
Morris, Mrs. John A.	5 00	Osborn, Mrs. Adolphe	5 00
Morris, Lewis S.	5 00	Osborn, Willfred A.	5 00
Morris, Mrs. William W.	2 00	Osborn, William & Sons	10 00
Mortensen, W.	G. R. 10 00	Oppenheimer, Henry S.	10 00
Moses, Mrs. Emanuel	3 00	Osborn, Mrs. George W.	5 00
Motley, James M.	S. R. 10 00	Osborn, Mrs. Ralph	5 00
Mott, Lewis	5 00	Osborn, William Church	50 00
Mott, J. L. Iron Works, The	5 00	Osborne, Charles D.	S. R. 10 00
Mott, William F.	S. R. 5 00	Osborne, David M.	G. R. 10 00
Motter, Henry	S. R. 5 00	Osborne, Thomas Mott	5 00
Mount, Miss Adeline	2 00	Otis, Miss Alla	5 00
Mount & Woodhill	5 00		P
Mouraille, Miss M. M.	2 00		
Mueller, Charles F.	5 00	Paris, Mrs. Francis U.	G. R. 10 00
Mulford, J.	S. R. 1 00	Parish, Henry	50 00
Muller, Adam	5 00	Parish, Miss Susan D.	25 00
Muller, Shall & Co.	10 00	Parker, Mrs. A. W.	5 00
Munger, Harry C.	5 00	Parker, Gordon	5 00
Munn, Charles A.	10 00	Parker, Mrs. Gordon	5 00
Munn, John P.	G. R. 5 00	Parker, Miss Linette	10 00
Munich, Mrs. A. Meline M.	5 00	Parkis, Miss Marion L.	5 00
Munroe, Mrs. Chester	5 00	Parkly, Randolph	5 00
Murphy, George M.	5 00		

\* Deceased.

Parsons, Argyll R.	\$5 00	Post, Andrew J.	G. R. \$5 00
Parsons, Mrs. Charles	10 00	Post, Mrs. Carroll J., Jr.	5 00
Parsons, Mrs. Frederic T.	5 00	Post, James H.	25 00
Parsons, John E.	10 00	Potter, Mrs. Edward T.	5 00
Parsons, Mrs. John E.	25 00	Potter, Miss Grace H.	G. R. 5 00
Parsons, William Barclay-	10 00	Powell, Wilson M., Jr.	G. R. 50 00
clay		Powers, Kilburn	G. R. 1 00
Partridge, Theodore D.	G. R. 5 00	Pratt, Mrs. Charles M.	50 00
Passavant & Co.	5 00	Pratt, Miss Margaret R.	G. R. 5 00
Patten, Mrs. Samuel	5 00	Pratt, S.	5 00
Patterson, J. W.	S. S. 10 00	Presbrey, Miss Alice	G. R. 10 00
Patton, Mrs. John W.	1 00	Presbrey, Clifton H.	9 00
Pauli, Hermann G.	1 00	Presbrey, Mrs. Frank	G. R. 5 00
Pavenstedt, Adolph	30 00	Presbrey, Mrs. Frank	S. R. 10 00
Pavey, Frank D.	10 00	Presbyterian Church of	
Payne, Frank D.	S. S. 5 00	Williamsbridge, N. Y.	G. R. 5 00
Payne, Miss S. Kate	2 00	Presbyterian Society of	
Peabody, Mrs. F. F.	10 00	Waterloo, New York	5 00
Pearson, Mrs. Frederick	G. R. 10 00	Preston, Miss Alice	G. R. 5 00
Peck, Miss Eva W.	G. R. 1 00	Preston, Mrs. Sarah F.	2 00
Peck, Miss Susan R.	1 00	Proudfit, Mrs. Alexander	5 00
Peck, William E. & Co.	5 00	Proudfit, Mrs. Alexander	G. R. 4 00
Peckham, Mrs. W. H.	25 00	Pryor, Mrs. S. Morris	2 00
Pegram, Edward S.	S. R. 5 00	Purdy, Thomas C.	G. R. 5 00
Pegram, G. Lawrence	6 00	Purington, Miss Amelia J.	5 00
Petela, Sigfried	5 00	Purnas, G. P. Sons	10 00
Pell Alfred Duane	10 00	Putne, Mrs. M. Taylor	S. R. 10 00
Pell, James D.	2 00		
Pennell, Mrs. George C.	2 00		R
Pennington, Joseph F.	G. R. 2 00	Raidford, Mrs. W. T.	5 00
Perkins, Mrs. George W.	25 00	Rankine, Mrs. William B.	10 00
Perkins, Mrs. George W.	S. R. 10 00	Ransom, Mrs. Paul C.	2 00
Peters, Miss Alice R.	5 00	Rathbone, Richard C.	3 00
Peters, Mrs. Edward McC.	5 00	Raymond, W. C.	5 00
Peters, Mrs. William R.	5 00	Rea, Mrs. Julia Dodge	G. R. 10 00
Peterson, Mrs. Wilson	5 00	Read, William A.	25 00
Phister & Vogel Leather Co.	5 00	Reckitt's	25 00
Phelps, Mrs. Van R.	25 00	Redmond, Miss Cornelia	5 00
Phelps, Mrs. William W.	15 00	Reidman, Miss Emily	5 00
Philbin, Eugene A.	25 00	Remington, H. W.	2 00
Phillips, Mrs. John Frank	G. R. 5 00	Remson, Miss Margaret S.	10 00
Phlips, Miss Ada	5 00	Requa, Mrs. C. A.	10 00
Phlips, Mrs. J. H.	10 00	Reutter, Mrs. Robert	5 00
Pierpont, Mrs. R. S. Stuy-	5 00	Reynolds, George A.	G. R. 5 00
vesant	10 00	Rhoades, Miss J. H. H.	30 00
Pierpont, Seth Low	25 00	Rhoades, Miss Nina	10 00
Pillsbury, Miss Clara	5 00	Rich, Earl	G. R. 3 00
Pinkerton, Allen	10 00	Richard, Miss Elvina	25 00
Pitkin, Mrs. Albert J.	25 00	Richard, Miss Elvina	S. R. 10 00
Pitney, Mrs. J. O. H.	5 00	Richards, E. G.	G. R. 20 00
Platt, William H.	5 00	Richards, Mrs. Emily	5 00
Plaut, Albert	10 00	Richards, Mrs. Howard, Jr.	G. R. 5 00
Pohlmann, George, C. T.	2 00	Richardson, Mrs. C. T.	C. 100 00
Pollak, Gustav	5 00	Richardson, M. T.	G. R. 2 00
Pomroy, Mrs. H. K.	5 00	Richardson, Mrs. William J.	2 00
Pomroy Brothers	5 00	Richardson Brothers	5 00
Pope, Mrs. Charles	5 00	Ridder, Herman	S. R. 10 00
Pope, Miss Elizabeth	5 00	Riggs, George C.	5 00
Porter, Alexander J.	5 00	Ripley, Miss Susan S.	5 00
Porter, Mrs. Catherine	5 00	Rives, George L.	10 00
Porter, Joseph L. & Co.	G. R. 5 00	Rives, Mrs. W. C.	G. R. 5 00
Post, Abram S.	5 00	Robbins, Percy A.	25 00

Roberts, Mrs. Charles H.	G. R.	\$5 00	Samuels, Frank H.	G. R.	\$5 00
Roberts, Charles L.		5 00	Sanford, Edward T.		5 00
Roberts, G. Theodore		10 00	Sard, George		5 00
Roberts, John E.		10 00	Satterlee, Mrs. Herbert L.	G. R.	100 00
Roberts, Mrs. Maria L.		25 00	Satterthwaite, Mrs. Pennington	G. R.	5 00
Roberts, Mrs. Douglas	G. R.	5 00	Satterthwaite, Mrs. Thomas		15 00
Robinson, Eli K.		25 00	Saul, Charles R.		5 00
Robinson, Mrs. George H.		25 00	Saunders, Arthur C.		5 00
Robinson, Mrs. George H.	S. R.	10 00	Sawyer, Deodat M.		10 00
Robinson, Mrs. Moses M.	G. R.	5 00	Sawyer, Mrs. H. E.		5 00
Robinson, Mrs. Robert E.		5 00	Sayre, Miss Mary Hall		5 00
Robinson, Mrs. Thomas D.		5 00	Sayres, Gilbert V.		1 00
Robinson, Wirt	G. R.	1 65	Scarborough, Miss Mary H	G. R.	25 00
Rockefeller, John D.		500 00	Schenck, Miss H. W.	G. R.	1 00
Rockwood, Miss Katherine C.	G. R.	5 00	Schermerhorn, F. Augustus		25 00
Rodewald, Miss A. Leontine		3 00	Scheffelin, William J.	S. R.	15 00
Roe, Livingston		1 00	Scheffelin, Mrs. William J.	S. R.	5 00
Roessler & Hasslacher Chemical Co.		15 00	Schiff, Mortimer I.		10 00
Rogers, Francis		5 00	Schley, Evander B.	G. R.	10 00
Rogers, Noah C.		10 00	Schmelzel, Clarence	G. R.	5 00
Rogers, Mrs. W. B.		5 00	Schmelzel, James H.	S. R.	5 00
Rollins, E. A.	G. R.	5 00	Schnabel, Miss Laura	S. R.	5 00
Rook, Miss Emma J.	S. R.	5 00	Schnabel, Miss Laura	S. R.	5 00
Roosevelt, Mrs. J. West		2 00	Schneuwitz, Heinrich, Jr.		10 00
Root, Charles T.		25 00	Schoning, M. E.		10 00
Root, Mrs. Charles T.	S. R.	5 00	Scholle, Melville J.		25 00
Rose, Henry R.		1 00	Schultheis, Henry		2 50
Rosenbaum, Selig		10 00	Schuyler, Miss Georgiana		5 00
Rosenbaum, Solomon G.		10 00	Schuyler, Miss Louisa Lee		5 00
Rosenfeld, Edward L.		3 00	Schwab, Mrs. L. H.		5 00
Ross, W. A. & Bros.	G. R.	10 00	Schwab, Louis E.	G. R.	5 00
Roszbach, Jacob		5 00	Schwartz, Emily	G. R.	1 00
Rowley, Loren A.		5 00	Schwartz, Louis F.		1 00
Royce, James C.		1 00	Schwarzenbach, Robert J.		5 00
Rusch & Co.		10 00	Schwarzberg, Mrs. S. D.	S. R.	1 00
Rush, M. E. Church, The		2 25	Scott, Donald J.		10 00
Rushmore, J. D.		10 00	Scott, George Isham		10 00
Russell, Mrs. Howland		10 00	Scott, Mrs. George S.		25 00
Russell, Mrs. Howland	S. R.	10 00	Scott, Miss Louise B.		10 00
Russell, James W.		10 00	Scott, Walter		10 00
Russell & Erwin Mfg. Co.	G. R.	5 00	Scovill, Mrs. Henry W.	G. R.	5 00
Ruston, C. Jr.		1 00	Scribner, Mrs. Arthur H.		5 00
Rutherford, Mrs. Winthrop	G. R.	10 00	Strymer, Mrs. James A.	S. R.	25 00
Ryerson, Mrs. Arthur		5 00	Seager, Henry		10 00
			Sears, Mrs. Taber	S. R.	5 00
			Seasongood, A. J.	S. R.	1 00
			Seibert, Henry Jr.		5 00
			See, A. B. Electric Elevator Co.		15 00
			Seeman, Daniel W.		10 00
			Seeman Brothers		10 00
			Selbert, Charles L.		10 00
			Seligman, George W.		5 00
			Seligman, Isaac N.		25 00
			Seligberg, Abraham	G. R.	5 00
			Shaw, C. C.		5 00
			Sheldon, Edwin B.		25 00
			Shelton, George G.		10 00
			Shepard, Mrs. E. F.		25 00

Shepard, Mrs. Finley J.		\$50 00	Starr, Louis Morris		\$10 00
Sherman, Mrs. Charles E.		10 00	Stauffen, Mrs. E.		1 00
Sherman, Mrs. Frederick D.		5 00	Suele, Charles		5 00
Sherman, Frederick T.		5 00	Stoers, James R.		10 00
Sherman, Miss Mabel	G. R.	10 00	Stein, Miss Helen A.		2 00
Sherill, Miss Helen L.		1 00	Steinhardt, Henry		5 00
Shillaker, William		10 00	Stern, Chas. L.		4 50
Shonk, Herbert B.		5 00	Stetson, Francis Lynde	C.	200 00
Shriver, Mrs. Walter	G. R.	2 00	Stetson, Francis Lynde	S. R.	10 00
Sibley, Mrs. H. W.		15 00	Stevens, Mrs. Byam K.		10 00
Siegmann & M. B.	G. R.	5 00	Stevenson, Mrs. Richard W.		5 00
Silberstein, Abraham		5 00	Stewart, Leopard		2 00
Simmons, Mrs. Joseph F.	S. R.	5 00	Stewart, W. R.		10 00
Simon, A. L. & Co.		10 00	Stickney, Henry Austin	G. R.	10 00
Simon, Franklin		5 00	Stiefel, Mrs. L.		4 00
Simon, Horatio	G. R.	5 00	Stiger, Miss Rachel M.	G. R.	2 00
Simon, Donald B.		5 00	Stillman, Miss C. R.		50 00
Skeel, Roswell Jr.		10 00	Simons, Lewis A.		10 00
Skolny, Joseph	S. R.	10 00	Sinje, J. R., & Co.		10 00
Skougard, Jens		50 00	Sires, Ernest M.		35 00
Slade, Mrs. A. M.		5 00	Sires, Ernest M.	S. R.	20 00
Slade, Miss Augusta P.		5 00	Sirin, L. & E.		10 00
Slade, Francis Louis		5 00	Stobo, Mrs. Robert	S. R.	2 00
Slane, Mrs. Benson B.	G. R.	5 00	Stokes, Mrs. Anson Phelps		100 00
Sloane, William D.		100 00	Stokes, Harold Phelps		10 00
Sloane, Mrs. William Douglas		25 00	Stone, Miss Annie		10 00
Smith, Thomas		10 00	Stone, Miss Ellen J.		25 00
Smith, A. Alexander	G. R.	5 00	Stone, Miss Emma	G. R.	5 00
Smith, Mrs. Alfred H.		5 00	Stonham, Arthur	S. R.	5 00
Smith, Mrs. Andrew A.		5 00	Storer, Albert H.		5 00
Smith, Eugene		2 00	Storey, Miss Lydia M.		5 00
Smith, Miss Fanny A.	G. R.	5 00	Storts, William A.		10 00
Smith, Mrs. Fitch W.		5 00	Straight, Willard D.		50 00
Sprague-Smith, Miss Hilda	G. R.	5 00	Straight, Mrs. Willard D.		5 00
Smith, Howard		1 00	Strauss, Albert		10 00
Smith, Miss Madeline D.		5 00	Strom, Henry M.		1 00
Smith, Pierre J.		15 00	Strong, Mrs. J. R.		10 00
Smith, Mrs. Pierre J.		5 00	Strong, Selah B.		5 00
Smith, Mrs. W. Wheeler		10 00	Strong, Mrs. Thomas W.	G. R.	5 00
Solomon, Rev. Elias L.		1 00	Strook, Louis S.		2 00
Sommerich, Edwin		5 00	Surgis, Mrs. Frank K.	S. R.	4 00
Soper, Frederick D.		10 00	Suyvesant, A. Van Horne		25 00
Sousa, John Philip R.		10 00	Suyvesant, Miss A. W.		10 00
*Spencer, Charles D.		3 00	Suffer, Mrs. E. S. by Terrian Church		25 00
Spencer, Charles H.		20 00	Sullivan, Mrs. Emily S.		3 00
Speranza, Gino C.		10 00	Sullivan, Miss Isabella		10 00
Spery, W. M.		10 00	Sullivan, Mrs. James		4 00
Speyer, James	S. S.	50 00	Sullivan, Miss M. Louise		10 00
Speyer & Co.		10 00	Sumner, Miss Emily D.		5 00
Spool Cotton Co.		25 00	Susquehanna Silk Mills		10 00
Spring, Miss Anna R.	S. R.	5 00	Sutro, Ludwig		2 00
Spring, Miss Anna R.	S. R.	5 00	Swain, Edward A.		2 00
Quibb, Miss Margaret R.	G. R.	1 00	Swann, Mrs. Arthur W.	G. R.	5 00
Stackhouse, Henry W.	G. R.	2 00	Swezey, Mrs. Christopher		5 00
Stackhouse, Henry W.	S. S.	1 00	Swift, Walter E.	G. R.	2 00
Standish, Mrs. Myles		25 00			
Standish, Mrs. Myles	S. R.	25 00			
Staples, Mrs. John J.	G. R.	5 00			
Star, Waist & Dress Co.		5 00			
The.....	G. R.	1 00	Taber, Miss Mary		3 00
			Taber, Mrs. Theodore M.		5 00
			Talcott, Miss Anna M.		5 00

\*Deceased.

Talmage, Miss Lillian H.	G. R.	\$5 00	Turner, Mrs. Herbert B.	\$20 00	
Taylor, Mrs. Frank H.	S. R.	5 00	Tuska, Mrs. Morris	2 00	
Taylor, Mrs. Frank H.	S. R.	5 00	Tweedy, Mrs. Thomas E.	G. R.	5 00
Taylor, Mrs. James	S. S.	25 00	Tyler, Mrs. Walter L.	5 00	
Taylor, Lloyd	S. R.	20 00		U	
Taylor, S. Frederick	15 00		Ulman, Mrs. Morris S.	2 00	
Taylor, William Ambler	10 00		Ulmann, Carl J.	10 00	
Thacher, Mrs. Archibald G.	G. R.	5 00	Ulmann, Ludwig	2 00	
Thacher, Mrs. Thomas D.	5 00		Underhill, Mrs. C. U.	3 00	
Thaw, J. C.	25 00		Underhill, Mrs. Henry E.	G. R.	5 00
Thayer, Miss Anna M.	G. R.	1 00	Underhill, W. P.	5 00	
Thayer, Reginald H.	5 00		Underhill, Miss Zoe D.	5 00	
Thiele, F.	15 00		United States Bung Mig. Co.	4 00	
Thomas, Mrs. Allen M.	10 00		Universal Electric Stage Lighting Co.	G. R.	2 00
Thompson, Mrs. C. L.	2 00		Untermyer, Samuel	A. S.	200 00
Thompson, Mrs. Frederick F.	C.	100 00	Untermyer, Samuel	S. S.	100 00
Thompson, Mrs. Joseph T.	25 00		Upham, Mrs. Elizabeth K.	10 00	
Thompson, Morris S.	10 00			V	
Thomson, George M.	5 00		Valentine, Theodore S.	10 00	
Thomson, John W.	10 00		Van Buren, Mrs. Frederick T.	G. R.	10 00
Thorburn, Mrs. James M.	G. R.	1 00	Van Brunt, Jeremiah	5 00	
Thorn, Mrs. M. A.	G. R.	3 00	Vanderlip, Frank A.	A. S.	200 00
Thorne, Miss E. A.	G. R.	5 00	Vanderpoel, George B.	10 00	
Thorne, Jonathan	25 00		Vanderpoel, George B.	S. R.	5 00
Thorne, Samuel	25 00		Vanderpoel, Mrs. John A.	G. R.	10 00
Thorne, Samuel Jr.	25 00		Van Gehrig, Mrs. Barend	S. R.	5 00
Thorne, William V. S.	5 00		Van Ingen, Mrs. E. H.	15 00	
Thornon, Miss Mary C.	S. R.	3 00	Van Nest, Mrs. Frank R.	5 00	
Thurber, Miss Besse	S. R.	5 00	Van Raalte, Z.	10 00	
Tiebout, W. T.	25 00		Van Santvoord, Miss Anna T.	20 00	
Tiffany & Co.	25 00		Van Santvoord, Seymour	10 00	
Tilford, Mrs. H. M.	S. R.	5 00	Van Valkenburg, Mrs. Carlton		
Tilford, Mrs. Joseph G.	5 00		Van Wazer, Marcus S.	G. R.	3 00
Tilney, Mrs. Israel S.	G. R.	10 00	Van Winkle, Miss Mary D.	10 00	
Timpson, Mrs. James	10 00		Varnum, Mrs. James M.	10 00	
Tisch, Charles	G. R.	1 00	Verdi, Mrs. C. M. deS.	3 00	
Titus, Henry	5 00		Victor, Mrs. Carl	G. R.	5 00
Todd, Mrs. J. Kennedy	G. R.	1 00	Victor, Mrs. George F.	G. R.	5 00
Todd, W. Parsons	S. S.	2 00	Victor, Thomas F.	20 00	
Tomkins, Calvin	5 00		Willard, Oswald Garrison	10 00	
Tompkins, Hamilton	10 00		Voortess, James D. H.	3 00	
Tompkins, Hamilton B.	S. R.	10 00	Vorhaus, Louis J.	5 00	
Tompkins, Kilbourne	10 00			W	
Tompkins, Mrs. William W.	25 00		Wadsworth, W. A.	25 00	
Tompkins, Mrs. William W.	S. R.	10 00	Wakeman, Miss Isabella G.	G. R.	1 00
Towns, Frank B.	15 00		Walbridge, Ruth D.	C.	10 00
Townsend, Isaac	25 00		Willard, Henry H.	G. R.	5 00
Townsend, Mrs. Thomas G.	G. R.	2 00	Walker, Mrs. Emily S.	S. R.	5 00
Travers, George W.	G. R.	5 00	Walker, Frederick W.	5 00	
Trinity Church of Ashland	G. R.	1 00	Walker, H. L.	5 00	
Troesch, A. F.	20 00		Walker, Martin	G. R.	2 00
Trotter, William	G. R.	10 00	Walding, James L.	5 00	
Trowbridge, James A.	G. R.	5 00	Warburg, Felix M.	A. S.	500 00
Truslow, John	5 00		Ward, Mrs. Artemas	10 00	
Tucker, Mrs. John E.	G. R.	5 00			
Tuckerman, Alfred	20 00				
Tuckerman, Mr. & Mrs. Paul	5 00				
Turnbull, Miss Alice	G. R.	5 00			
Turnbull, Mrs. Arthur	5 00				
Turnbull, Mrs. Ramsey	5 00				

Ward, Mrs. Edgar B.	S. R.	\$1 00	White, William A.	\$25 00	
Ward, Henry G.	20 00		Whitehouse, Mrs. J. H.	10 00	
Ward, John Seely	25 00		Whitlock, Miss M. G.	10 00	
Wardwell, Allen	10 00		Whitman, K. Jr.	5 00	
Warren, Mrs. Charles	S. R.	5 00	Whitney, J. B.	10 00	
Warren, Mrs. E. W.	S. R.	5 00	Whitton, J. E. & Co.	2 00	
Warren, W. W. J.	S. R.	2 00	Whittlesey, C. E.	10 00	
Warsaw Congregational Church	6 43		Whitton, Mrs. Frank B.	S. R.	10 00
Washburn, William Ives	5 00		Wiener, Mrs. Charles	10 00	
Washburn, Mrs. William Ives	G. R.	15 00	Wing, M. J. Augustus	G. R.	3 00
Watts, Henry	S. S.	3 00	Wilson Bros. & Co.	5 00	
Watts, Mrs. Marj S.	S. S.	3 00	Wilkinson, Edward T.	5 00	
Watson, Charles W.	G. R.	10 00	Wilson, Thomas P.	3 00	
Watson, Miss Gertrude	G. R.	5 00	Wilson, William G.	10 00	
*Watson, J. Henry	30 00		Willcox, Mrs. William G.	10 00	
Watson, Mrs. James Sibley	10 00		Willets, Mrs. Martha T.	10 00	
Watson, John J., Jr.	G. R.	2 00	Williams, Frank D.	5 00	
Wayland, John Elton	25 00		Williams, Howard H.	1 00	
Wayland, Thomas C.	5 00		Williams, Mrs. Timothy S.	25 00	
Webb, Miss Elizabeth H.	G. R.	5 00	Willis, Charles T.	10 00	
Webb, J. Watson	2 00		Wilson, Mrs. H. S.	10 00	
Weber, Adna F.	G. R.	1 00	Wilson, Henry R.	G. R.	5 00
Weber, Charles Jr.	G. R.	1 00	Wilson, Orme, Jr.	10 00	
Weber, John	S. R.	1 00	Wilson, R. Thornton	G. R.	10 00
Webers, Mrs. Albert L.	S. R.	10 00	Winberg, Michael	G. R.	5 00
Weber, Benjamin	G. R.	1 00	Winsor, Mrs. Robert	25 00	
Weed, George E.	S. R.	10 00	Winthrop, Egerton L.	25 00	
Weeks, Thomas W.	S. R.	1 00	Winthrop, Mrs. Grenville	10 00	
Wel, Isaac	S. R.	5 00	Wiske, F. E. & Co.	G. R.	1 00
Wells, W. C. H.	S. R.	5 00	Wisner, Charles	15 00	
Weinberg, Mrs. Charles	S. R.	5 00	Wisner, Mrs. Elizabeth H.	25 00	
Weld, Mrs. Elmer O.	G. R.	3 00	Wisner, Mrs. Josephine	15 00	
Wellington, Miss Elizabeth R.	50 00		Wisner, John P.	G. R.	5 00
Wells, Mrs. Cornelius L.	5 00		Withers, Mrs. Frank S.	15 00	
Wells, Miss Helen T.	G. R.	5 00	Witherspoon, Mrs. Orlando G.	R.	2 00
Wells, Henry C.	5 00		Woerschoffer, Mrs. Anna	25 00	
Wells, Mrs. L. H.	10 00		Wolfe, S. Herbert	10 00	
Wemple, W. H.	25 00		Wolf, Mrs. Dorothy	10 00	
Wenner, G. W.	2 00		Wolf, Mrs. Julius R.	5 00	
Werthum, Jacob	25 00		Wolf, Mrs. Lewis S.	20 00	
Wenmore, Mrs. George	20 00		Wolff, Louis	3 00	
Peabody	20 00		Wolman, H.	10 00	
Wheeler, Edward J.	5 00		Wollman, Henry	S. R.	4 00
Wheeler, Miss Emily M.	G. R.	10 00	Wood, Mrs. George	G. R.	5 00
Wheeler, Miss Laura	10 00		Wood, James	10 00	
Whitcomb, Porter R.	G. R.	5 00	Wood, Mrs. William H.	15 00	
White, Alexander M.	0 00		Woodin, William H.	15 00	
White, Alfred T.	5 00		Woolley, George I.	7 00	
White, Miss Caroline	10 00		Woolley, Mrs. James V. S.	2 00	
White, Mrs. Frances E.	25 00		Woolley, Mrs. Park Mason	G. R.	5 00
White, Mrs. Harold T.	G. R.	5 00	Work, J. Henry	20 00	
White, Miss Henrietta	G. R.	10 00	Wormser, Louis	20 00	
White, Horace	G. R.	5 00	Worthspon, Henry H.	50 00	
White, Miss Mary	3 00		Wright, Mrs. T. C. M.	G. R.	1 00
White, Miss Mary W.	10 00		Wright, William J.	5 00	
			Wycokoff, Mrs. P. B.	15 00	
				Y	
			Yoakum, B. F.	S. R.	5 00

\*Deceased

Young, Mrs. A. Murray....	\$20 00	Zabriskie, Miss Ethel.....	G. R. \$25 00
Young, Thomas.....	1 00	Zabriskie, George.....	S. R. 5 00
	Z	Zabriskie, Mrs. George.....	10 00
		Zehnder, Mrs. C. H.....	8 00
Zabriskie, Andrew C.....	20 00	Zimmerman, Mrs. J. E.....	10 00
Zabriskie, Mrs. C.....	25 00		

## ANONYMOUS CONTRIBUTIONS.

1 of.....	G. R. \$25 00	D. P. F.....	S. S. \$5 00
3 of \$25.....	S. R. 75 00	D. W. C.....	2 00
1 of \$20.....	G. R. 20 00	F. I. G.....	S. R. 2 00
1 of \$20.....	S. R. 20 00	G. A. R.....	S. R. 1 00
6 of \$10.....	60 00	G. W. W.....	1 00
2 of \$10.....	S. R. 20 00	M. H. N.....	S. R. 5 00
1 of \$6.....	S. R. 6 00	S. W. C.....	S. R. 2 00
3 of \$5.....	15 00	W. D. B.....	S. R. 20 00
3 of \$5.....	G. R. 15 00	W. F. M.....	S. R. 5 00
1 of \$5.....	S. S. 5 00	Q. B. O. Z.....	5 00
1 of \$5.....	G. R. 3 00	"Acorn".....	S. R. 5 00
2 of \$2.....	4 00	"Acorn".....	S. R. 10 00
2 of \$2.....	S. S. 4 00	Amigo.....	S. R. 2 00
1 of \$1.....	S. S. 1 00	Baby B.....	1 00
"Cash" contributions:		Montclair, S.....	G. R. 5 00
1 of \$10.....	10 00	Sammy.....	5 00
1 of \$10.....	G. R. 10 00	Howard & Baby W.....	S. R. 1 00
3 of \$10.....	S. R. 30 00	In Memory of "A. H.".....	10 00
1 of \$5.....	5 00	In Memory of Miss Isabel	
6 of \$5.....	G. R. 30 00	Bogert.....	10 00
1 of \$5.....	5 00	In Memory of Miss Mary	
6 of \$2.....	G. R. 12 00	E. Hall.....	1 00
2 of \$2.....	S. R. 4 00	In Memory of Matilda Sonn	S. R. 5 00
47 of \$1.....	G. R. 47 00	In Memory of Husband.....	5 00
12 of \$1.....	S. R. 12 00	In Memory of my beloved	
5 of \$1.....	5 00	husband, William Emerson	
2 of \$25.....	G. R. 50 00	Damon.....	5 00
1 of \$25.....	S. R. 25 00	In Memory of my husband	
J.....	3 00	who was Secretary of the	
A. W.....	6 00	Prison Association over	
A. Z.....	S. R. 1 00	five years ago.....	25 00
Mrs. B. B.....	S. R. 1 00	In Memory of My Friend	
Mrs. B. D.....	S. R. 2 00	Samuel J. Barrows.....	20 00
C. S.....	50 00	In Memory of the birthday	
C. S.....	S. 10 00	of Richard L. Leo.....	10 00
C. W.....	10 00	A Friend.....	10 00
F. S.....	10 00	A Friend.....	S. R. 2 00
L. M.....	1 00	A Friend.....	1 00
A. R.....	5 00	Three Friends.....	5 00
C. A. R.....	S. R. 1 00	A Sympathizer.....	S. R. 1 00
C. B. R.....	10 00		
C. S. S.....	25 00		

## DONATIONS OF CLOTHING, READING MATTER AND OTHER HELPFUL ARTICLES.

Ballard, Mrs. F. W.	Ludlam, George P.
Bentley, Mrs.	Mack, H. E.
Bodine, J. A.	Marks, Mrs. H. E.
Bridgeman, Miss A. T.	Martin, Mrs. C. Q.
Brummer, S. D.	Meyer, Charles B.
Buck, Mr.	Müller, Mrs. A.
Butler, Charles Stewart.	Mitchell, Mrs. Clarence.
Carman, Mrs. C. I.	Moffat, Mr. & Mrs. R. Burnham.
Chauncey, F.	Moran, Mrs. Daniel E.
Cohen, Joe.	Mygatt, Mrs. L. C.
Davison, Miss E. H.	Needlework Guild.
Davison, Mrs. E. M.	Newman, Mrs. J.
Fahnestock, Mrs. E.	Nichols, George L.
Fiske, Mrs. C. E.	O'Connor, Norrey Jephson.
Fountain, Miss L. E.	Opdycke, Mrs. Emerson.
Frank, Mrs. L. E.	Paddock, E. H.
Freudenberg, Mrs.	Pastorfield, J.
Graves, Mrs. E. B.	Perry, Mrs. A.
Green, Mrs.	Pierce, Miss K. M.
Hadden, Mrs. Harold F.	Pierson, Mrs.
Hadden, Harold, Jr.	Place, Mrs. George.
Hague, E.	Porter, M.
Harris, Mrs. Brady.	Price, J. C.
Hart, T. S.	Ray, Howard W.
Haydon, Mr.	Robbins, Mrs. G. A.
Herot, W. W.	Robbins, Mrs. H. W.
Hertel, H.	Robinson, Mr.
Hill, Mrs. Elizabeth L.	Rogan, H. B.
Hilyard, Mrs. G. D.	Roversi, Mrs. L.
Holt, Mrs. L. E.	Russell, Mrs. S. Howland.
Holter, Mr.	Sahler, Mrs. H. G.
Hood, Miss.	Sawer, Mrs. Frank.
Hospital Book and Newspaper Society.	Shields, Mrs.
Husted, W. C.	Sicher, Mrs. F. E.
Innes, J.	Silver, H. M.
International Sunshine Society.	Smith, L.
Jackson, G. P.	Staples, Mrs. J. J.
Jackson, Mrs. George T.	Stephens, Miss Ethel.
Jackson, Nathaniel W.	Stephenson, F. H.
Johnson, Mrs. F. M.	Strauss, Miss.
Kaufmann, S. Walter.	Stungis, Mrs. F. K.
Kendall, Miss.	Thacher, Mrs. L. Chop.
Kennedy, Mrs. Lewis L.	Trumbull, Mrs. F.
King, J. L.	Tuckerman, Mr. & Mrs. E.
Lauer, Mrs.	Tuckerman, Paul.
Lavers, Mr.	Vail, Mrs. O. W.
LeBoutillier, Thomas.	Waggoner, I. H.
Lichtenstein, Mrs. L.	Webster, George S.
Lincoln, F. W.	Wolf, Mrs. A.
Lincoln, Mrs. F. W.	Wolfer, Mr. & Mrs. E.
Loines, Miss Mary H.	

## 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

## CONSTITUTION AND BY-LAWS

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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 bridewell or penitentiary in said city.

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate and concerns of said association and the management, government, instruction, discipline and employment, of the persons so as aforesaid committed to the said

workhouse, not contrary to law, as they may deem proper, and may appoint such officers, agents, and servants as they may deem necessary to transact the business of the said association, and may designate their duties. And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee, and generally all such facts and particulars as may exhibit the operations of the said association.

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

§ 6. The said executive committee by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect, and examine, all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that by the twenty-fourth section, of title first, chapter third, part fourth of the Revised Statutes are invested in inspectors of county prisons and the duties of the keepers of each prison that they may examine shall be the same in relation to them, as in the section aforesaid, are imposed on the keepers of such prisons in relation to the inspectors thereof; provided, that no such examination or inspection of any prison shall be made until an order for that purpose to be granted by the chancellor of this State, or one of the judges of the Supreme Court or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

## BY-LAWS

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

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

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

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

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

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

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

All donations received by the corresponding secretary shall be entered by him upon the proper books of the association and then deposited in such bank as directed by the treasurer to the credit of the association. Whenever the executive committee shall make an appropriation out of either the reserve or general fund, the corresponding secretary shall send to the treasurer a copy of the reso-

lution making the appropriation, certified by the recording secretary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

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

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

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

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

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

1. To inquire, as far as may be practicable or necessary, into the causes of commitment of persons in the prisons or houses of detention in the cities of New York and in Brooklyn, and to adopt proper measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto.

2. To visit frequently the prisons under their charge, and to endeavor to improve both the physical and moral condition of the prisoners in all suitable and practicable ways.

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

1. To correspond with prison agents or superintendents relative to the character and trades of prisoners, and to ascertain, previous to the discharge of each prisoner, his feelings, views and capabilities, with a view of making the best arrangements for his future employment.

2. To keep a record of all persons who will employ discharged prisoners and of their several occupations; to procure such employment for prisoners and applying therefor as seems best adapted to the capacity of each; to hold correspondence with employers; to

keep a record of the conduct and prospects of those for whom places have been obtained, that they may be sustained and encouraged with the idea that a continued friendly interest is felt for them.

3. To secure suitable boarding places for discharged prisoners, where they will not be exposed to corrupting influences, taking care not to have more than one in a place, where it can be avoided.

4. To see that the prisoners are provided with suitable clothing, of a kind that will not attract particular attention.

5. To consider the internal organization of the management of prisons, and the physical and moral influences to be exerted on the prisoners during their 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 prison 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.

Part Two

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INSPECTIONS

BY THE

PRISON ASSOCIATION OF NEW YORK

## INSPECTIONS.

### STATE PRISON FOR MEN, AUBURN.

INSPECTED BY E. R. CASS, MAY 15, 1914, 10:45 A. M. TO 12:15 P. M.  
2:30 P. M. TO 5:15 P. M.

At the time of the above inspection there were 1,376 inmates in the prison.

Auburn Prison is the oldest in the State, and represents the congregate type of institution. The cellhouses and administration building make a "U"-shaped structure. The cellhouses extend east and west on the north and south sides. A cross-arm section, joining these two on the east side, runs north and south. The part constituting the administration building is situated in about the center of this cross-arm section. The three wings, or cellhalls, are antiquated stone structures. The shop buildings run east and west in respect to the south wing and north wing respectively. The space between the north wing and the south wing, the approximate width of the cross-arm section, serves as the center of the prison grounds and is free of buildings. This space is cut up into walks and lawns, with trees at frequent intervals. Most of the shop buildings are two-story brick structures, the interiors being constructed of wood. In the cellhall on the north side there are three solid stone cellblocks. In the first cellblock there are five tiers on each side, twenty-four cells on each side of each tier, making a total of 240 cells. Cellblock No. 2, which is separated from No. 1 by a space of only about 6 or 8 feet, is also of solid stone, with five tiers on each side and twelve cells on each side of each tier, making a total of 120 cells. Cellblock No. 3 is similar in construction to No. 2 and has five tiers on each side, with twenty-nine cells on each side of each tier. The galleries are accessible by wooden stairways and the cells are reached by a gallery on each tier. The floors of the galleries are of wood. In the section on the top floor of the north wing, there is a small room, formerly used as a hospital, and now as a dormitory.

On the north end of the cross-arm section of what might be termed the front of the prison, is the fourth cellblock, similar in construction to the three mentioned. This cellblock has five tiers on each side, seventeen cells on each side of each tier, making a total of 170 cells.

The messhall, kitchen, chapel, hospital, observation cellroom, chaplain's quarters, library, and dentist's room, occupy practically the south end of the cross-arm section.

In the south wing there are two cellblocks, similar to those in the other wings. They are designated as cellblocks No. 5 and 6. No. 5 has five tiers on a side, nineteen cells on each side of each tier, making a total of 190 cells. No. 6 has five tiers on a side, twenty-two cells on each side of each tier, making a total of 220 cells. There are also eleven additional cells situated over the top of the fifth tier of cellblock No. 5.

The cells are of the old vault type, averaging 4 feet by 6 feet by 8 feet, and are not equipped with toilet or washing accommodations. The air space in each cell is approximately 192 cubic feet. Competent authorities claim that each person should have 400 cubic feet or air space. In the lodging houses of New York City the Board of Health makes it mandatory that each inmate shall have at least 400 feet of cubic air space and regulates the bed capacity of dormitories accordingly. The absence of toilet facilities in the cells necessitates the use of the bucket system. This brings about a most serious and unsanitary condition. The cells are cold. Each of the cells is furnished with an iron hinged bed and when this bed is lowered the inmate has barely enough room left in the cell to turn around or move about. Owing to the crowded condition of the prison it is necessary to place many iron cots, some of them double-deckers, on the floors of the cellhalls. Although there is no opportunity for privacy, it is preferable from a standpoint of air and light to sleep under these conditions. There is little doubt but that the small, poorly lighted, cold cells jeopardize the health of persons who are compelled to occupy them. Cells of this type are conducive to rheumatism, and make necessary the maintaining of a large tuberculosis ward in Clinton Prison, at Dannemora, New York. The population in this tuberculosis hospital is usually between four and five hundred.

Built up against the prison wall on the west end is a modern structure known as the isolation cellhouse building. The plan of this building has many meritorious features. Each person has a large-sized cell, and a separate exercise yard, the top of which is open sufficiently to permit plenty of sunshine and air to enter. The cells in this section are furnished with modern plumbing equipment.

The prisoners are under the supervision of the warden, Charles F. Rattigan. He is assisted by a large staff.

During the afternoon of the day of the above inspection, the



Auburn Prison. Group of Road Camp Men.



Laying Pipe Line. Men of Great Meadow Prison.



inspector attended a meeting of the delegates of the Mutual Welfare League. At the opening of the meeting the delegates considered the appeals of prisoners who had been dropped from the League and were desirous of being reinstated. The procedure in these cases was as follows: A chairman, one of the prisoners, presided. The prisoner's side of the story was first heard and then the members of the committee who had recommended his dismissal from the League were called upon to explain the basis on which they justified dismissal. Then, after a general discussion, a vote was taken, which either determined reinstatement, or affirmed the recommendation for dismissal. Dismissal from the "League" means that the prisoner loses all of the privileges which the members enjoy, and falls back into the old routine, the monotony and hardship of which justifies to a large degree the establishment of some kind of organization such as the "League." When all of the cases were heard the regular business was brought before the delegates. Some suggested that the warden be asked to permit the prisoners to purchase cocoa. It was pointed out that the use of cocoa was permitted in some of the other prisons, and finally a committee was appointed to take the matter up with the warden. A very warm and exceedingly interesting discussion arose relative to the quality, quantity and the serving of the prison food. According to the testimony of the delegates who were in a position to know just how much food was used, a decidedly insufficient amount of coffee is used in the preparation of the same. Some men testified that they had not been served with warm food for an exceedingly long period of time. The principal reason for this is that the meals are served on the tables before the thousand or more prisoners are marched into the dining-room. Naturally, when the last of them are seated, their food is cold.

Many of the prisoners testified that the food was of inferior quality and that in the preparation of the same the proper proportions of food stuffs was lacking. That is, in the hash there was a decided absence of meat, potatoes and other vegetables. It was pointed out by one man who undoubtedly knew what he was talking about, that according to the meat supply for the whole prison, each man should receive one-half pound daily. In this one-half pound, bone and gristle are included and after the process of cooking is concluded the one-half pound has simmered down to two and one-half ounces for each man. Many of the delegates earnestly volunteered to turn over their one and one-half cents per day compensation toward the purchase of better food. They denounced it as a crying shame that men should be expected to work after being fed on food which was of inferior quality and lacking in nutritive value.

At the time of the inspection of May 15, 1914, satisfactory order prevailed in the cellhouse, shops, and in the groups of men working on the grounds. The cleanliness of the cellhalls and the cells, and the other parts of the institution, was satisfactory.

#### RECOMMENDATIONS MADE.

1. The present cellblocks should be replaced by a more modern type if the present type of institution is to be retained. With the construction of better living accommodations, one necessary reform will be accomplished. As long as this institution is maintained on the congregate plan, the system of dealing with the inmates will have a serious defect, 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, and distributed on the site in a manner which will prevent the 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. If an additional opening were made in the wall which separates the messhall from the kitchen it would be possible to so arrange the serving of the food that the prisoners coming in last could receive warm food.

#### PROGRESS DURING THE YEAR.

1. It was stated that in most cases persons who are "square-chalked" in their cells, that is, kept in their cells under punishment, instead of participating in the daily routine, are permitted to receive daily exercise. Heretofore it was nothing out of the ordinary for men to spend two, three and four months in their cells without this essential exercise period.

This practice was condemned at the time of the different visits.

2. The work of installing larger windows in the side walls of the cellhouses is progressing.

3. A large number of road camps have been established at a considerable distance from the prison.

4. The chapel has been repainted and decorated by the members of the Welfare League.

5. In conjunction with the Welfare League, an office has been established outside of the prison for the purpose of assisting discharged men.

#### STATE PRISON FOR WOMEN, AUBURN.

MAY 15, 1914, INSPECTED BY E. R. CASS, TIME, 12:25 P. M.  
TO 2:10 P. M.

The population at the time of the above inspection numbered 107. One of the population was a condemned woman, and eight women were in the hospital because of illness. Colored women constitute about half the population.

The warden of the men's prison, Charles F. Rattigan, has general supervision of the women's prison. He is represented on the premises by the matron, Mrs. M. Daley.

Although the women's prison adjoins the State prison for men, it is entirely separated by a high stone wall, and during the daily routine in both prisons there is no need for the commingling of the inmates of the respective prisons.

The matron is assisted by an assistant matron, a night watchman, several attendants, eight assistant matrons, four male guards, two engineers, two laborers and an organist.

The prison is an old non-fireproof brick structure, the interior finish of which is wood and plaster. It is heated by steam and lighted by electricity. Wooden stairways give access to the different parts. The prisoners are assigned to what are known as "wards"; each ward is a separate section, containing a number of rooms. Each prisoner has a room to herself. The rooms are fairly large, and while not equipped with modern toilet or washing accommodations, can nevertheless be made very comfortable. They are far superior to the cells in the cellblock of the male prison, with respect to size, ventilation and light.

Prisoners are employed in the following ways: Domestic work, sewing, making mattresses and pillows, and finishing blankets. There are also looms in the shops for weaving, but it was said that these are seldom used.

In the basement there are several dark cells, and it was also said that these have never been used under the present matron. Occasionally, it is necessary to use the punishment cells which are located

in a room beyond the workshop. These cells are large and can be adequately lighted and ventilated. Detention in them with an opportunity for daily exercise would not be a hardship.

The non-fireproof construction of any institution is serious. The condition, in the case of this building, is aggravated by the fact that during the night it would not be possible to use the fire-escapes without first finding the night watchman who is the only one who has a key to open the outlets to the fire-escapes.

A decidedly satisfactory condition of cleanliness and order prevailed at the time of the above inspection throughout all parts of the institution.

#### RECOMMENDATIONS MADE.

1. Each female night keeper should be furnished at night with a key which will enable her to open the outlets to the fire-escapes.
2. New bathtubs and toilets are badly needed. Each prisoner who can be trusted should be supplied with a wash-bowl and water pitcher in her room.
3. New locks should be installed in the doors of the prisoners' rooms. The present locks are badly worn and sometimes it is difficult to operate them. Owing to the fact that there is no central lock-control, the delay in operating these locks would undoubtedly bring about serious results in the event of fire.
4. A female physician or a graduate trained nurse should be assigned to the prison.

#### CLINTON PRISON, DANNEMORA, NEW YORK.

SEPTEMBER 23, 1914, INSPECTED BY E. R. CASS, TIME 9:45 A. M. TO 5:30 P. M. AND 7:30 P. M. TO 9:00 P. M.

The prison is under the supervision of the warden, John B. Trombley, who is assisted by T. F. Coultry, principal keeper.

At the time of the inspection, the total population was 1,441, classified as follows:

A grade, or first offenders.....	592
B grade, or second offenders.....	217
C grade, or third (or more) offenders.....	631

There were 21 men in isolation cells in the disciplinary building; 156 in the hospital, and 134 idle in cells under the doctor's orders.

These men are not locked in; 111 men were working on the public roads, and the remainder of the population was distributed in the shops, kitchen, the halls, yards, boiler-room, barns, etc.

*South hall.*—No changes have been made since last year, except that the interiors of the cells have been whitewashed. The cellblock is badly in need of paint. In some places the plaster on the ceiling is only slightly attached to the lathing, and is in danger of falling. There is one large section where the plaster has already fallen. The cells in this hall were clean and in most cases well arranged. The vents in the rear of the cells do not permit a satisfactory circulation of air.

*West hall.*—The cellblock and interiors of some of the cells have been painted during the last eight months, but most of the interiors of the cells have been whitewashed. Here, again, the vents in the rear of the cells do not permit a thorough circulation of air. The cells and cellhall were clean.

*East hall.*—This hall is the original prison. At the time of the inspection the cells were undergoing a thorough cleaning and in most cases the equipment was moved out onto the flats. Many prisoners have their beds in the corridors and remain there instead of in the cell. This is also done in the south hall. In most cases wooden beds are used and these are extremely difficult to keep free from vermin.

On both sides of the top tier in the east hall a disagreeable odor emanated from most of the cells. A careful examination of the cells on the two top tiers did not disclose the cause of this foul odor. These cells should be cleaned with a very strong disinfectant and the source of the above mentioned odor discovered.

The cells in which condemned prisoners were formerly detained are no longer used for that purpose, and it was said that prisoners who are being disciplined are no longer placed in these cells. Occasionally, when a man becomes violent and there is reason to believe that he is mentally unbalanced, he is kept in this section for observation. This practice is questionable; since there is no padded cell, a prisoner is apt to do himself bodily harm on the walls or floors, or on the bar work in front of the cells. At the time of this inspection, the section was well ventilated, most of the windows being open.

The floor of the messhall was clean, also the stools and tables. Many dishes were badly stained and the irregular setting up of the cups and plates was quite noticeable.

The kitchen and its equipment, such as cooking pots, vegetable cleaners, etc., appeared to be clean and the food in process of cooking was palatable. In one section of the kitchen many men were peeling fresh vegetables. The beef in the refrigerators seemed satisfactory. The refrigerator was clean. It was said that native beef from local farmers is at present being used; it can be purchased for about ten cents per pound when bought by the whole carcass. At the time of the inspection, mutton was ready for serving. It was said that to make up this stew, 12 bushels of peeled potatoes, 4 bushels of turnips,  $\frac{1}{2}$  bushel of onions and 600 pounds of mutton had been used. This was for about 1,374 men. For dinner each inmate received a liberal portion of stew, together with biscuits and coffee.

There is a separate kitchen attached to the hospital. The food for the hospital is taken from the general supply, except that the best of the provisions are usually selected.

The bakehouse was undergoing a thorough cleaning at the time of the inspection. It is customary to bake about 700 loaves per day, three pounds per loaf, and an average of 600 loaves are used per day. It is estimated that each man receives daily  $1\frac{1}{2}$  pounds of bread. The bread was palatable.

The large tuberculosis hospital was found in splendid condition from the standpoint of cleanliness, arrangement of beds, etc. The large ward was well ventilated and the uniform manner in which the beds and equipment were arranged is worthy of commendation. The washrooms and toilets in this section were also clean and in good condition.

The small tuberculosis ward was also clean and well arranged.

The hospital rooms reserved for men not affected with tuberculosis were in a satisfactory condition. The same can be said of the section used as a dental clinic.

In the shops good discipline prevailed. It was said that the results of the industries have proven thus far to be very favorable. For new machinery and improving the old equipment in general, \$18,000 has been expended. This applies principally to weaving and spinning machines. The spinning mill has been rearranged in order to make possible an increased output and also a better quality. The finishing machines are now able to cope with the output of the machines which do the rough work. Thus far, no increased number of men has been employed in order to increase the output.

It is approximately estimated that the sales from the six industries

for the past twelve months will be \$212,000, which will make an approximate increase of \$40,000 over the sales of last year.

Last spring some 100,000 young trees, received mostly from Comstock, were set out in the forests in the vicinity of the prison. In the past eleven months approximately \$20,752.34 has been credited for the sale of lumber, that is, pulp and logs. Finished material, such as woodenware and finished lumber, during the past eleven months, represents sales of \$12,470.11.

A section of ground north of the west cellhall has been divided during the past year into open-air recreation lots for prisoners affected with tuberculosis. This deserves praise. The sections are wired off so that the prisoners are kept pretty much to themselves. The section of the yard directly north of the east cellhall is in a rough and broken condition. One must pass through this section in order to reach the disciplinary building which has been put into use since the last inspection. A building of this kind has long been needed. The building is similar to that which is now used at Auburn for both condemned men and recalcitrant inmates. It consists of a series of thirteen cells on a side, separated by a central corridor. Doorways lead from this central corridor into the open-air exercise court, which is attached to each cell, and is accessible by a doorway leading from the rear of each cell. The cells are very large — about twice the size of those in the prison proper — are well ventilated, both in the front and rear, and are each equipped with a modern type of toilet, a set washbasin and an iron cot bed. If it were not for the constant confinement in a limited space, it would be much more desirable to be assigned to one of these cells than to one in the prison proper.

Since the last inspection, the following improvements and changes have been made:

1. The water from a spring located on the north side of the prison, which heretofore has been going to waste, is now piped into a reservoir and used in the prison. A new well, 200 feet deep, located in an abandoned iron mine, also adds to the water supply.
2. A new structure, known as "the root cellar," used for storing vegetables, etc., has been constructed.
3. New concrete walks have been laid.
4. The ground between the bakehouse and administration building has been graded and the hill leading from the prison to the barn has been cut down considerably and leveled.

It is still customary to keep prisoners under discipline locked in their cells for long periods. In cases which came to the inspector's notice, the prisoner had the option of coming from his cell when he decided to conform to the request made by the principal keeper or officer in charge. The bad feature of this cell confinement is that the prisoners are not given an opportunity for regular daily exercise on the "flats" or in the yard. Despite a man's character, this confinement is bound to be extremely detrimental to his health, and should be modified, either by putting him in some of the vacant cells in the disciplinary building, or by exercising the men on the flats in company with the keeper. At the time of the inspection three men were found in the screen cells. In conversation with these men, they all claimed that they were in for nothing. Subsequent inquiries proved that they had refused to do the work assigned to them, or had otherwise been guilty of an infraction of the rules. It was said that these men had been kept in the screen cells, or, as they are better known, "coolers," for one to three days at the most. Even in cases of this kind, it is quite important that, to safeguard a man's health, he should receive opportunity for daily exercise.

In the past month, the prisoners have been permitted to have Saturday afternoon, from 12 to 4:30, for recreation in the yard. During these periods they are permitted to engage in baseball and running matches.

So far the prisoners have proved themselves trustworthy, but as yet the warden does not feel that he can permit the men to have all day Sunday in the yard because of the calibre of men who are under his care. Conversation with men who were first-timers (and the first timers represent about 43 per cent of the population) discloses that they feel entitled to Saturday afternoon and Sunday recreation, because this is allowed at Auburn and Sing Sing. Some of these men have been transferred to Clinton because of unsatisfactory conduct.

It is encouraging to find that the prisoners are being used extensively in the construction and repairing of roads within a radius of forty to fifty miles of the prison. There are now five of these road camps, namely:

Chateaugay Lake, N. Y. ....	19	men
Altona, N. Y. ....	22	"
Peru, N. Y. ....	23	"
Clayburgh, N. Y. ....	19	"
Danmemora Mountain. ....	13	"

The men in these camps are purely on their honor and are supervised only by one guard who is really one of the group, inasmuch as he works and lives with the men.

In addition to the above number of men employed in the camps, there is usually a gang of fifteen men working on the roads near the prison who return to the prison every night.

It was said that within the next few days a gang of twenty-three men will be sent to Lake Placid to work under the Conservation Commission in setting out and planting trees.

The employment of the prisoners at forestry and road work cannot be too highly commended. Work of this kind is of great benefit to the prisoners, and the road work especially to the inhabitants of the section in which they work.

#### RECOMMENDATIONS MADE.

1. The present cellblock should be replaced by a modern type, with larger rooms, better equipped, and with adequate ventilating facilities.

2. The south hall: Appropriations should be asked for material with which to paint the south hall and repair the ceiling. It is also urged that in estimating the necessary funds for painting, the painting of the interior of the cells, instead of whitewashing, should be considered. Expert medical opinion condemns the use of whitewash for the interior of cells. It is characteristic of whitewash to scale at some time and these scales are bound to harbor dirt and vermin.

3. The practice of keeping men in their cells for days or weeks at a time without an opportunity for daily exercise should be discontinued. Every man should have an opportunity for daily exercise. To break a man's health is an injury and an added expense which works havoc, first, for the community to which the man is to be returned, and, ultimately, for the county and State. Prisoners who have a good conduct record in the institution should be permitted the use of the yard on Sundays. This should work as an incentive to secure strict regard for the rules of the prison.

4. It is urgently recommended that the authorities promote the use of prison labor on the roads as far as possible.

5. The section of the yard north of the east cellhall should be improved. With the deep hollows filled in and a better general level established, the appearance would be more satisfactory and the space could be put to some use.

## GREAT MEADOW PRISON, COMSTOCK, N. Y.

SEPTEMBER 25, 1914, INSPECTED BY E. R. CASS.

The prison is under the supervision of Warden William J. Homer. No convicted persons are sent directly from the courts to this prison. It is customary to transfer only first timers from the other prisons in the State who are chosen because of their good record in the prison from which they come.

The system employed at this prison is known as the honor system, and while it is not worked out in the strict sense of the word with the major part of the population, there are many cases where prisoners are not under the direct observation of a guard. The warden states that out of the entire population of a little over 600 he can trust all but about four or five to work outside of the stockade, but mostly under the supervision of one or more guards. The guards do not carry firearms or batons.

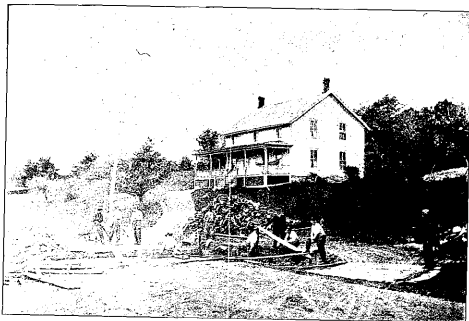
The entire inmate population at the time of inspection numbered 613. One hundred and thirteen of this number are distributed in road camps within a radius of twenty miles of the prison, and one man is an inmate of a hospital at Glens Falls. This man is strictly on his honor.

The capacity of the institution is 600. The new cellhall is slowly nearing completion and will add 584 new cells, making a total cell capacity of 1,184. The cells in the new wing are one foot wider than those in the completed wing. The roof of the wing will be of concrete. The roof of the north hall is of wood and in the event of fire would be quickly destroyed.

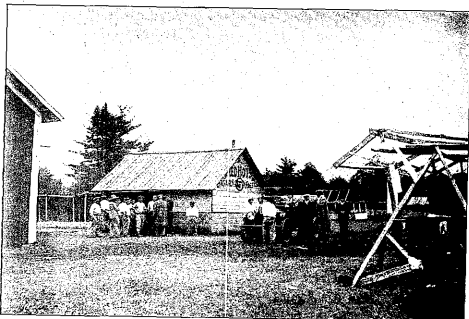
The new messhall will soon be ready for occupancy. This hall is large, well lighted and well ventilated. Instead of using the long tables with about 30 or 40 men to a table, smaller tables seating 18 men each will be used, and stools will be replaced by high-backed chairs. The warden also proposes to introduce electric-heating apparatus to keep plates and food warm.<sup>1</sup> The kitchen is adjacent to the dining-room and when it is fully equipped will be one of the best in the State. There are also large rooms and sections for the storing of provisions, etc.

A long corridor at a right angle to the cellblocks connects the two cell wings with the building in which the messhall, kitchen, store-rooms, laundry and bathing-room are located. The laundry is not yet equipped. In the shower-room two batteries of shower-baths are already installed and will be used within a short time. In the

<sup>1</sup> Recommendations made by the Prison Association.



Great Meadow Prison. Road Work near Comstock.



Great Meadow Prison. Road Camp on Fairgrounds, Warrensburg.

central part of the room there is provision for the installation of two more rows of shower batteries. Each prisoner will have a separate bathing compartment and a separate compartment in which to dress. The laundry is directly beneath, so that the soiled clothing, etc., can be dropped down through a chute. The new powerhouse is in operation and is practically complete with the exception of one boiler which is not yet set up.

The following gang sheet shows the distribution of the population with respect to the number employed inside and outside of the institution:

<i>Inside</i>	No. men
Hall, janitors and barbers.....	59
Storehouse 1, washhouse.....	20
Bakeshop.....	6
Mess room.....	56
Hospital and dentist.....	2
Yard.....	5
State shop.....	25
Clerks, library and school teachers.....	32
Gallery men.....	16
<i>Outside</i>	
Road.....	11
Grading for construction.....	38
Construction of officers' cottages.....	40
Farm.....	50
Stone-crushing.....	25
Ditch.....	18
Quarry.....	22
Conservation.....	10
<i>Inside and outside</i>	
Lobbying shop.....	55
Warden's premises.....	9

The State Conservation Commission is using about 10 acres, comprising 680 beds, for the cultivation of young trees. The Commission furnishes instructors who supervise the labor of the prisoners assigned to them. This work is interesting and of great value to the State in reforesting State property and in supplying parks, etc. It also makes available much work for aged and infirm prisoners, especially in the months between April and August.

The following statistics give some idea of the conservation work for the fiscal year 1913-1914:

20,000,000 trees are now in nursery beds.

2,000,000 trees have been transplanted.

Seed beds average about 10,000 to a bed.

About 1,000,000 trees have been transplanted, preparatory to shipment next year.

7,000,000 seedlings are ready for transplanting and for sale.

Young seedlings sell for about \$1.50 a thousand; three-year-olds sell at \$3.50 a thousand, and four-year-olds at \$4.00 a thousand. There is much timber used in making frames for the seed beds, etc., and a great deal of the inmate labor is represented in the work of preparing these frames.

The piggery has shown very valuable results so far. This work is under the supervision of an inmate with inmate assistants, and judging from the large number of pigs, principally young ones, he understands his business. At present there are 600 hogs, which is an increase of 400 over last year. Those that have already been slaughtered are counted in the increase. For the last two months there has been an average weekly slaughtering of about eight hogs. The prisoners are fed pork chops twice every week. This product from the piggery, considering the high cost of pork on the outside market, should be a large factor in reducing the cost of sustenance.

There are also 31 head of young cattle and 52 head of sheep. The exceptionally good results from the piggery makes the warden inclined to center most of his interest in this line instead of on the cattle and sheep.

This year, 40 bushels of oats were produced to the acre, as compared with 24 last year. In all, about 50 acres of oats were planted. Twenty acres of beans were planted. The crop is satisfactory and it is estimated that the supply will last for one year. A very favorable crop of corn was also being cut and hauled to the silos. A good cut of hay was also taken in during the season.

Considerable grading with inmate labor about the new buildings and the powerhouse has been done and it is estimated that when the grading is completed about \$150,000 will have been saved the State. This work will afford employment for prisoners for several years.

At present there are six officers' houses under construction. This work is being done by the inmates, and figuring the cost of labor and cement blocks, which were made on the premises, there is an approximate saving of about \$2,000 a house. With outside labor and purchased material the cost would be \$4,000. These houses are small two-story structures built of cement blocks with A-shaped slate roofs, six or seven rooms to the house. Even with these cottages, the staff will not be properly taken care of. Most of the keepers are crowded together in a dormitory with no chance for privacy and not the slightest tinge of a homelike environment.

The opening of the new wing will mean an increase in the population and it will be necessary to provide work for about 1500 more

men. With the addition of industries to the present means of employment, which can be more extensively developed, there should not be much difficulty in solving the problem. It is planned to work the quarry on a very large scale during the winter. There are now two crushers available, and, with the labor of from 300 to 400 men, it is estimated that stone to the value of \$25,000 will be crushed.

The inspection of the cells in the wing which is now in use satisfied the inspector as to the cleanliness and arrangement. While in this wing, the inspector conversed with many of the prisoners and from about twenty he received very unsatisfactory remarks about the food. After making the rounds, the inspector took this matter up with the kitchen keeper and the warden. Furthermore, he carefully inspected the food which was in process of cooking and also the food which was given the prisoners for supper. The warden also produced many of the menu slips which are turned over to him every day. Some of the prisoners who represent the more level-headed and square type of inmate were interviewed. As a result of all this interviewing and inspecting, the inspector is thoroughly convinced that there were not the slightest grounds for the inmates to complain of their food.

The following are sample menus:

## SEPTEMBER 23

*Breakfast:* Oatmeal, milk, bread and coffee.  
*Dinner:* Fresh fish, fried; tomato sauce, sweet corn, boiled potatoes, bread, coffee.  
*Supper:* Stewed tomatoes, bread and tea.

## SEPTEMBER 24

*Breakfast:* Corned beef hash, bread and coffee.  
*Dinner:* Fresh pork chops, fried; onion gravy, mashed turnips, boiled potatoes, tomatoes (one each) bread and coffee.  
*Supper:* Milk, bread and tea.

## SEPTEMBER 25

*Breakfast:* Corn meal pudding and milk, bread and coffee.  
*Dinner:* Fresh fish with tomato sauce, stewed squash, boiled potatoes, one tomato each, bread and coffee.  
*Supper:* Stewed tomatoes, bread and tea.

The vegetables are all fresh from the farm, and, as above stated, the pork is all taken from live stock from the piggery. The inmates of this prison are fortunate to have their evening meal in the dining-room instead of, as in all of the other prisons, in their cells.<sup>1</sup>

In order to get an idea of the quantity of material used in the preparation of food, we can take, for example, September 13th, when

<sup>1</sup> Since the above was written, the evening meals at Sing Sing and Auburn are had in the messhall.



for 493 men, 101 shoulder clods were used for breakfast. The clods are taken directly from behind the shoulder and are usually all lean meat. The weight of each varies from 6 to 15 pounds. For dinner, for the bean soup, 360 pounds of beans. For the boiled beef, 222 pounds of beef were used, and 600 pounds of boiled potatoes. On September 16th, when pork chops were served, 340 pounds of pork chops were used, allowing one good chop to each man.

The following camps are made up of men taken from this prison:

Camp at Valatie .....	14
Camp at Wingdale .....	13
Camp at Graphite .....	13
Camp at Withersburg .....	21
Camp at Minerva .....	20
Camp at North River .....	16
Camp at Fort Ann .....	16

The following dietary is about the same for all the camps.

#### CAMP DIETARY

##### MONDAY

*Breakfast:* Rice, coffee, bread and butter.  
*Dinner:* Macaroni, soup, coffee.  
*Supper:* Peaches, tea, bread and butter.

##### TUESDAY

*Breakfast:* Hot cakes, coffee, bread and butter.  
*Dinner:* Meat, potatoes, coffee.  
*Supper:* Bread pudding, tea, bread and butter.

##### WEDNESDAY

*Breakfast:* Eggs, coffee, bread and butter.  
*Dinner:* Stew, coffee.  
*Supper:* Milk, tea, bread and butter.

##### THURSDAY

*Breakfast:* Oatmeal, coffee, bread and butter.  
*Dinner:* Meat, potatoes, coffee.  
*Supper:* Boiled eggs, tea, bread and butter.

##### FRIDAY

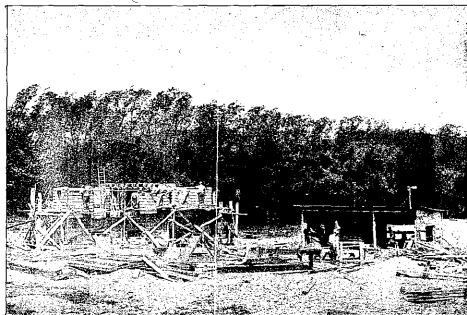
*Breakfast:* Eggs, coffee, bread and butter.  
*Dinner:* Fish, soup, potatoes, coffee.  
*Supper:* Peaches, tea, bread and butter.

##### SATURDAY

*Breakfast:* Hot cakes, coffee, bread and butter.  
*Dinner:* Baked beans, coffee.  
*Supper:* Milk, tea, bread and butter.

##### SUNDAY

*Breakfast:* Eggs, coffee, bread and butter.  
*Dinner:* Meat, potatoes, coffee, bread and butter.  
*Supper:* Eggs, tea, bread and butter.



Great Meadow Prison. Officers' Houses under Construction.



Great Meadow Prison. Road Camp, at Dinner.

These men are living in tents and wooden shacks. The camp visited at Fort Ann was in an exceedingly good condition. The cleanliness and the arrangement of the bunk house and the tent in which the men eat were highly commendable.

These road camps have done splendid work for the communities in which they are located, by transforming heretofore almost impassable roads, especially during certain seasons, into good ones, and in several instances dangerous curves have been straightened out and projecting rock beds removed. This work not only benefits the community but is also unquestionably a tremendous help to the prisoner in building up his health and putting him in condition to engage in work subsequent to his release.

#### RECOMMENDATIONS MADE.

1. The new wing should be completed without further delay.
2. The wooden roof of the north cellhall should be replaced by slate or concrete.
3. The farm activities should be increased.
4. The tree nursery industry should be extended.
5. Plans should be made for the introduction of permanent industries to provide work throughout the year.
6. The school system should be developed to provide for the inmate who has completed the elementary school work. For those who have no bent for further schooling, opportunity for mechanical training should be available.
7. The production of food stuffs should be increased to a point where other institutions in this State can be liberally and regularly supplied.

#### IMPROVEMENTS DURING THE YEAR.

1. Several splendid cement walks and macadam roads have been laid by inmate labor on the prison grounds and on the outskirts.
2. At the time of inspection a new water-supply pipe line was being connected with the lines on the prison grounds. This work is also done by inmate labor.
3. A draining system for the conservation grounds is being installed.

## SING SING PRISON, OSSINING, N. Y.

INSPECTED BY E. R. CASS, JANUARY 23, 1914, JUNE 10, 1914, AND  
SEPTEMBER 18, 1914.

On the above dates regular inspections were made. During the year, frequent visits, on an average of one a month, were made to the institution, but on such visits not all parts of the premises were visited.

The population has varied from 1,200 to 1,600.

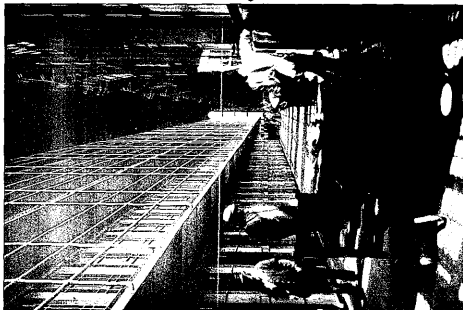
During the year the prison has been under the supervision of three wardens. The first warden, James M. Clancy, was succeeded by John McCormick and he in turn by Thomas Mott Osborne, the present warden.

The prison is situated on the river front, a short distance south of the village of Ossining.

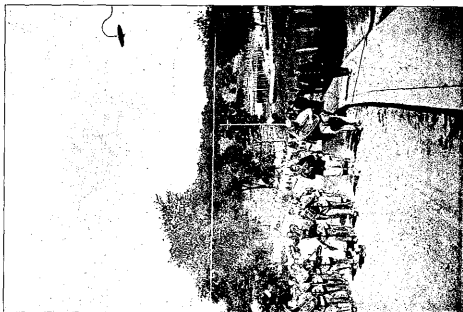
The principal building is the cellhouse, which runs north and south. On the south end of this is the administration building and the warden's residence. At right angles to the warden's residence, and extending toward the west, is a large building, in which are the messhall, hospital, schoolrooms, chapel, kitchen, library, chaplain's office, and dormitory. The other buildings on the site consist of an old dilapidated power-house, which is to be displaced at some time by one which is now partly completed, and the shop buildings. The shop buildings are built very close to the banks of the river. They run east and west and are arranged in a series parallel to each other.

In a short wing, running south and at right angles to the buildings in which the hospital, chapel, etc., are located, is another building occupied by the storerooms, bathhouse, and laundry. On the extreme south end of the premises there is a rectangular piece of ground enclosed by a wall and the iron fence on the river side. The largest open space is that situated between the east end of the shops and the west side of the cellhouse.

The large antiquated stone cellhouse, 487 feet long by 45 feet wide, and approximately 50 feet in height, merits strong and unrelenting criticism. The prison was erected in 1821 and is the second oldest in the State. The large cellhouse for the most part is the original structure and houses practically all of the prison population. The side walls are filled with very small windows, approximately 3 feet by 1 foot, representing distinctly the type found in the walls of a fortress. On the east side wall some of these small windows have been displaced by larger windows, twenty in number. On the west side



Great Meadow Prison. Cellblock Corridor.



Great Meadow Prison. Inmate Band.

wall there have been constructed nine of these larger windows. Despite the attempt to increase the admission of natural light and to provide sufficient ventilation, the interior of the cellhouse is still inadequately lighted and poorly ventilated.

The cellhouse is built directly on the ground, with no air space underneath the lower floor and only a few feet above the tidewater mark. The interior of the cellhouse is occupied by a huge stone cellblock, divided into two sections, each section separated from the other by a narrow corridor. One should visualize an immense granite block with holes hewn into the sides. On each side of the cellblock there are numerous tiers of cells, with an average of fifty-two cells on each tier. The tiers are accessible by stairways on the ends and in the central part of the cellhouse and the cells are reached from galleries which run along in front of them.

The prison was built in the punitive days, when the cell which is now termed a dungeon was considered suitable. The health of the occupant of the cell and the general sanitary conditions received practically no consideration. The cells can be justly termed small stone vaults, the average dimensions being: Depth, 7 feet; width, 3 feet 4 inches; height, 6 feet 7 inches, with a very small entrance space in the front of the cell. With these dimensions the air space is a little more than 168 cubic feet. Expert opinion tells us that at least 400 cubic feet of air space is necessary for a human being. The Board of Health authorities of New York City demand that at least 400 cubic feet of air space be allowed for each inmate in the dormitories of our city lodging-houses. Representatives of the Board of Health visit the lodging-houses, measure the dormitories and determine just how many beds shall be installed. If, at the time of a subsequent inspection, more than the allowed number of beds are found in a dormitory, the superintendent, or keeper of the lodging-house, is liable to prosecution. These precautions are taken even for persons who must spend there only one night, or, roughly speaking, nine hours out of twenty-four. But in the case of Sing Sing, prisoners are compelled to live night after night, and year after year, in these strong-walled rooms, with less than half of the prescribed amount of air space, with not infrequent doubling-up of prisoners in a cell not half large enough for one.

Before Mr. Osborne's predecessor became warden, prisoners spent from 4:30 Saturday afternoon until 9:30 Sunday morning, and from about 10:45 a. m. Sunday, until 6:30 a. m. Monday in their cells. The period during which prisoners were out of the cells on Sunday morning was used to empty the buckets, while they ate breakfast

a d attended chapel. This cruel and inhuman system forced the men to spend twenty or twenty-two hours in these small, damp, cold, poorly lighted and poorly ventilated cells.

The equipment of the cell consists of an iron bucket and an iron hinged bed, which swings down from the side wall; also an electric light. When the bed is lowered from the side wall, there is practically no room left for the prisoner to move about in. In the rear of the cells there is a small hole, which is part of the ventilating system. During the regime of the present warden's predecessor the ventilating system was improved so that it became of some value in drawing out the foul and vile air that permeated the cellhouse during the night. Before the ventilating system was repaired the men would plug up the small holes to prevent vermin from entering the cell. This type of cell is conducive to rheumatism and tuberculosis. It is not uncommon to hear prisoners say that they were in perfect health upon admission to the prison, but that now their limbs are swollen, weak and unsteady. Others will say with much bitterness, that they were blessed with two sound lungs upon admission, but that now they know they are victims of tuberculosis. The fact that there are always between four hundred and five hundred tuberculosis patients in the special hospital connected with Clinton Prison at Dannemora, shows that the living conditions in our prisons are breaking the health of the inmates. This is a fearful criticism upon our State. During the year there has been practically no need of doubling-up in these cells, but in previous years this was a very frequent practice. Aside from being a detriment to the health of the inmates, the prison cellhouse, representing as it does the congregate type of institution, is a serious handicap in the problem of dealing with delinquents. With a plant of this kind, there is no possible chance for satisfactory classification and separation of the prisoners, and as a result, first offenders, hardened criminals, perverts and diseased prisoners are living together in close proximity under one roof.

Practically all of the shop buildings are antiquated and unsanitary fire-traps. The interior construction is of wood, and the fire-escapes are frail iron stairways, insufficient in number. The machines in the shops are not carefully guarded to prevent inmates from injuring themselves while performing their work. The building in which the messhall, hospital, dormitory and schoolrooms are located is without doubt a veritable fire-trap. The exits are inadequate in number. The stairways are small and insufficient in number. The windows are heavily barred and there is no outside stairway or ladder arrangement which the prisoners can use in the event of fire.

The bathroom is small and inadequately equipped, and the arrangement of the apparatus is unsatisfactory. There is no opportunity to bathe with privacy. The kitchen is small; fortunately the toilets, which were located on one side of the room, have been taken out and built as a separate structure outside of the kitchen.

The section in which the condemned men are held is beyond doubt a disgrace to the State. It is small, poorly lighted and ventilated and the equipment is inadequate. The cells are arranged in a series on two sides of the room, the fronts of the cells facing each other. The prisoners cannot avoid, without imposing hardship and much inconvenience upon themselves, looking directly into the cells on the opposite side of the room. They have no work to perform, and aside from the exercise periods in a small yard, have nothing to help them pass the time except conversation across the corridor, and games.

New cells for condemned prisoners are now being constructed. Unfortunately, the design of these cells is practically the same as those criticised above, the only noticeable difference being the material used in the construction.

The building, known as the isolation building, in Auburn Prison, and which was used in part for the detention of condemned men, before the law was passed which now requires that all condemned prisoners be taken to Sing Sing Prison, is far superior to the section in which the condemned prisoners are now kept at Sing Sing. Each prisoner has a separate cell and a separate exercise yard and much opportunity for privacy.

The condition of cleanliness at the time of the different inspections and visits has varied. On the whole, it has been fairly satisfactory.

#### RECOMMENDATION MADE.

**THE ONLY LOGICAL RECOMMENDATION THAT CAN BE MADE FOR THE INTEREST OF THE PUBLIC AND IN JUSTICE TO THE INMATE IS THAT SING SING PRISON BE ABANDONED AS A PERMANENT PRISON AND THAT THERE BE SUBSTITUTED THEREFOR A MODERN FARM INDUSTRIAL PRISON ON WIDE ACREAGE.**

#### PROGRESS MADE DURING THE YEAR.

1. The ventilating system was placed in operation during ex-warden McCormick's regime.
2. Toilets have been removed from the kitchen proper.

3. During ex-warden McCormick's regime the monotonous daily routine was broken and with the organization of the "Golden Rule Brotherhood" the men were permitted one hour each day, all Saturday afternoon and all day Sunday.

4. Approximately one hundred men were taken from Sing Sing and placed in a road camp during the summer. The men did good work and lived under limited supervision.

5. The practice of giving three meals a day in the mess-hall was begun during the short regime of Mr. McCormick.

#### SING SING ROAD CAMP (Camp McCormick), PALENVILLE.

SEPTEMBER 21, 1914, INSPECTED BY PHILIP KLEIN.

This road camp is under the supervision of B. H. Wait, Division Engineer, White Plains, N. Y.

Camp McCormick was established about the middle of the summer, in order to build the Kaaterskill-Clove State road, about four and one-half miles long. An appropriation of \$190,000 was made by the State for this road. It extends from Palenville along the Kaaterskill Creek on a shelf of rock to the vicinity of Haynes' Falls. The road rises about 1,400 feet to the end of the four and one-half miles, so that nine per cent grades are frequent. At present it is an irregular road from 8 to 20 feet in width. The purpose of the Highway Department is to make it a 25-foot, water-bound macadam, to consist of one layer of six inches of hand-placed rock, to be filled with sand or crushed stone, four inches of crushed stone, and then the binder and screenings. The section upon which the work was being carried on at the time of the inspection was about 1,900 feet in length, close to the village of Palenville. This was the second section of the road built, the first having been near the camp.

There were sixty prisoners in the camp on the day of inspection. A number of these, however, were not at work. One prisoner had escaped in the morning and several others were away in search of him. Six prisoners of the Hebrew faith were not working, it being the Hebrew New Year's Day. Also eight or ten men are regularly employed about the camp. This left a total of a little over forty prisoners working on the road at the time of the inspection. The civilians at the camp were as follows:

David J. Shaw, engineer in charge.  
M. F. Prendergrast, superintending foreman.  
J. S. Tierney, store-keeper.

Among the laborers, there were 12 civilian employees, 1 a blacksmith at \$3.35 per diem; 5 laborers, 3 at \$2 and 2 at \$1.75 per diem; 6 drivers with their teams, at \$4.50 per day. These in addition to 4 guards of the Prison Department. A total, therefore, of 19 civilians and 60 convicts.

The camp had been planned for from 150 to 200 persons. The ratio of civilians to that number of prisoners would, of course, have been more normal than with 60, as at the present time. The road was planned to be a three years' job with an average of 150 to 200 convicts regularly at work.

Considering the disproportion of employees and convicts, and the initial cost of some \$2,000 for the erection of the camp, to be described below; considering also that the feeding of the prisoners was at first by contract, at the rate of \$2.50 per week per prisoner; that practically all of the material had to be hauled a good distance uphill from the railroad station, and that after October the railroad from Catskill to Palenville would be discontinued, so that all of the hauling would have to be done all the way from Catskill, we shall not be surprised to find the cost mounting to high figures and unduly discrediting the alleged economy of using prison labor. The camp is situated about midway on the proposed road, just above Dog Falls, where the old highway was abandoned, and a new stretch built to the east of the camp. It was necessary to remove some hundreds of yards of earth and rock in order to locate the camp, which is located at an elevation of 1,200 feet between Fawn's Leap and Buttermilk Falls, about three miles from Palenville and two miles from Haynes' Falls, and about a mile and a half from any residence.

On the slope of the hill to the left of the road, there is the office and administration building, containing the offices of the three employees of the Highway Department and their quarters, also a room for the use of the physician who is said to call daily. To the right of the road a series of buildings extend in the following order: A building containing the kitchen, storeroom, keepers' dining-room, prisoners' messhall and keepers' bedrooms. Connected with this building are the dormitories for prisoners with open-wall construction for two feet below the roof. It is said that the portable overhang can be closed in inclement weather. This bunkhouse is 100 feet by 22 feet and contains seven double windows on each side. There were 60 beds in use at the time of the inspection. None had sheets and pillow cases; it was said that these would come later.

Two men were found in the dormitories on their beds. One had a sprained ankle and the other a cut foot.

From the dormitory, access is gained to the bathhouse, which is supplied with concrete floor, six showers, five toilets and one sink. The drainage seemed to be satisfactory. Outside of the bathhouse, along the wall, long washbasins were erected. The laundry adjoins the bathhouse and also has a concrete floor, a large brick stove for boiling clothes, and a washtub. It is said that different days are devoted to the laundering of different classes of things; for instance, blankets one day, underwear another day, and so on. The condition of the buildings was satisfactory.

The sewage disposal plant and garbage incinerator are situated at some distance from the other buildings.

The water supply comes from a spring on Round Top mountain, some 3,600 feet high, from which 1,600 feet of two-inch pipe line bring the water to a tank at some distance above the camp.

The stable and barn are also at some distance from the camp.

No hot water was found to be available for bathing purposes, a condition of which the inmates complained.

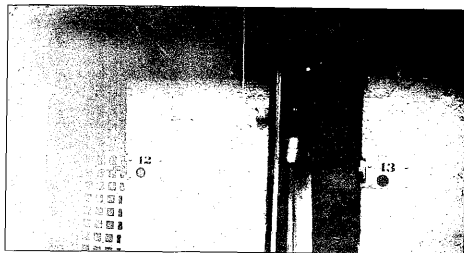
The furnishings of the kitchen and storeroom, and, in general, the condition of the camp, were satisfactory so far as the brief inspection permitted judgment.

The spirit of the camp seemed very good. There had been some trouble about the food, so that the contractor was released, and the Highway Department took over the supplying of food. Dinners are brought from the camp to the part of the road where the prisoners happen to be working, in tin cans that have a compartment for coffee. The allotment on the day of the inspection, for dinner, was three ham sandwiches, coffee and one orange.

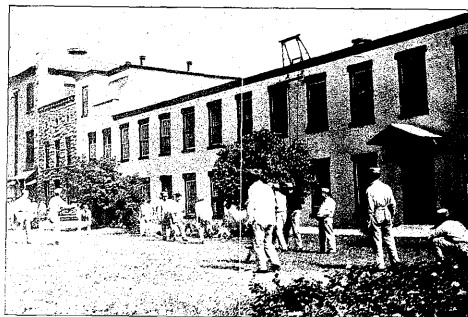
The terms of the prisoners in the camp vary a good deal. One of them was found to have not more than 33 days before his release, another 7 months. The prisoner with the longest term to serve had 4 years, 9 months and 19 days more.

The prisoners, on the whole, were satisfied with the condition of things, and Mr. Shaw, the engineer in charge, stated that they were each doing their day's work as well as any free man. In other words, he placed their efficiency as compared with free labor at 100 per cent. This is rather higher than it has, as a rule, been placed.

At the time of the revision of this report, information has reached us that the work has been suspended for the winter, and that the expenses of the camp, while exact figures are not yet obtainable, are very much higher than they were expected to be. Considering that the Highway Department has to bear all expenses, including not only the payment of its own employees, of machinery, of freight,



Sing Sing Prison. Cells 12 and 13.



Auburn Prison. Yard Baseball, July 4, 1914.

and the erection of the camp, but also the payment of the salaries of the prison guards assigned to the camp, and of the complete maintenance of the prisoners, it is hardly astonishing that they do not find the work with convict labor unusually profitable, especially bearing in mind that there are only 60 convicts as against 19 employees. We defer further discussion of the finances and practicability of the work until exact data on this road work are available from the Highway Department.

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STATE FARM FOR WOMEN, VALATIE, N. Y.

JULY 16, 1914, INSPECTED BY PHILIP KLEIN AND E. R. CASS, TIME  
3:45 P. M. TO 5:35 P. M.

The farm comprises about 319 acres, 75 of which are woodland. The water supply comes from two wells, each 23 feet deep.

Warden J. H. Mealey is in charge and receives a salary of \$1,200 a year, which will be increased to \$1,500 and maintenance after October 1st. He is assisted by a staff, made up of a clerk, Harold Mealey, who receives \$60 a month and maintenance; a farm superintendent, who receives \$2 a day and house rent; one officer, \$75 a month and maintenance.

Mr. Mealey has moved from the cottage which he has been occupying and now occupies one of the larger cottages. He intends to return to the original cottage as soon as some necessary repairs have been made.

Beginning with October 1st, the farm will be used for women inebriates only who have been convicted five times within two years previous to sentence. These women will be taken from all parts of the State. It is proposed that the women shall work on the farm during the summer months and engage in willow-stripping during the winter and early spring. Eventually, wrapper-making and other work will be introduced.

At the time of the inspection there were twenty-one sentenced male prisoners working on the farm who had been brought from Comstock. Five of these were assigned to driving teams and cultivating, six were building fences, for which an appropriation of \$1,000 had been made. Most of the timber is taken from the woodland parts of the farm. One man is assigned to look after seven cows, make butter, etc.; two men are assigned to look after 84 pigs and 135 chickens.



The total live stock consists of:

- 7 milch cows.
- 1 bull.
- 6 cows.
- 2 thoroughbred registered hogs.
- 80 pigs and hogs.
- 5 houses.
- Upward of 135 chickens, of which 45 are hens, giving an average of one dozen eggs per day.
- 18 ducks.

In the warden's house there is a convict chef and one general houseman. In the prisoners' cottage there is one engineer, one laundryman and two housemen.

When women are brought to the farm, it is planned to use both cottages, and have one matron and one male officer assigned to each cottage.

The cost of the construction per cottage was \$34,000. The cost of construction of both cottages, including the furnishings, the building of a sewerage system, and the installation of a heating system, amounted to \$70,749.05. It was said that the cost per room is only six dollars more than at the State Reformatory for Women at Bedford. The cost of the farm was \$12,000. The value of the farm products for 1913 was \$3,308.20. Since then 200 men have been released. Only five of these are said to have broken their parole and one has escaped. Most of the farm products were used for the inmates last year. A carload of farm products was sent to Great Meadow.

The number of acres under cultivation is as follows:

- 4 acres in willow.
- 50 acres in rye.
- 8 acres in beans.
- 14 acres in potatoes.
- 30 acres in corn.
- 4 acres in mixed vegetables.
- 12 acres in buckwheat.
- 100 acres in hay.

The product expected is approximately as follows:

- 600 bushels of rye.
- 30 tons of rye straw.
- 20 tons of hay.
- 100 bushels of beans.
- 1,000 ears of corn.
- 1,500 bushels of potatoes.
- 100 bushels of buckwheat.
- 100 bushels of apples.
- 25 tons of fodder corn.

The per capita daily maintenance is about 20.2 cents. The expenditures for maintenance from September, 1913, were as follows:

September, 1913,	\$111.43,	with 26 men and 2 officers.
October, 1913,	118.18,	with 26 men and 2 officers.
November, 1913,	117.62,	with 26 men and 2 officers.
December, 1913,	115.92,	with 26 men and 2 officers.
January, 1914,	111.17,	with 26 men and 1 officer.
February, 1914,	91.03,	with 26 men and 1 officer.
March, 1914,	103.43,	with 26 men and 1 officer.
April, 1914,	98.47,	with 26 men and 1 officer.
May, 1914,	115.57,	with 18 men and 1 officer.

#### DANNEMORA STATE HOSPITAL, DANNEMORA, N. Y.

SEPTEMBER 24, 1914, INSPECTED BY E. R. CASS.

The superintendent of this institution is Dr. Charles H. North; first assistant physician, Dr. John R. Ross; senior assistant physician, Dr. Robert Dexter; two medical internes, Drs. Harold Robert and Lloyd T. McNulty.

This hospital is not a part of Clinton prison, but a State hospital for insane criminals.

The principal difference in the matter of the population of this institution as compared with that of Matteawan is that no women are detained here. The hospital is used for the purpose of confining and caring for such male prisoners as are declared insane while confined in a State prison or reformatory or while serving sentence of more than one year in a penitentiary.

The population of the various wards is given in the table below. Wards 1 and 4 are considered as one ward.

	Wards.				Total.
	Second.	Third.	Fourth.	Fifth.	
Census.....	125	121	163	106	515
Sick.....	0	2	2	0	4
Out for exercise.....	52	81	99	79	311
Employed.....	73	38	62	27	200

The certified capacity of the institution is fixed by the State Hospital Commission as 358.

The average daily population for the past year was over 550. An overcrowded condition in an institution caring for the calibre of patients found here is undoubtedly serious. Under the present conditions it is necessary to make use of some of the corridors and in many cases overcrowd the dormitories.

At the time of inspection, twenty-nine patients were locked in their rooms, three of these voluntarily and the other twenty-six because in the judgment of the physician in charge it was dangerous for them to associate with other prisoners.

A new wing is now in course of construction, connecting with the other buildings on the west side. When completed, the accommodations made by this addition will help to relieve the congestion in the institution. This wing has been long sought and is an absolute need in order to conduct the work of the institution along proper lines with respect to classification.

The kitchen was inspected during the period when the noonday meal was being prepared. Some of the food which was ready for serving was entirely satisfactory to the inspector in appearance, taste and odor. Every part of the kitchen was clean. Since the last inspection two new large and well built sections have been added to the refrigerators. All four sections were clean and the provisions were satisfactory. The storeroom, which is near the refrigerators, was very clean, and the canned goods and other supplies were neatly arranged on shelves.

The inmates receive three meals a day. The following is a sample of the bill of fare for one week:

## MONDAY.

*Breakfast:* Cereal, milk, bread, butter, coffee, potatoes.  
*Dinner:* Baked pork and beans, bread, butter.  
*Supper:* Soup, bread, apple jelly, tea, cold meat.

## TUESDAY.

*Breakfast:* Cereal, milk, bread, butter, coffee, hot meat.  
*Dinner:* Beef stew, bread, rice pudding, butter.  
*Supper:* Hash, bread, butter, tea.

## WEDNESDAY.

*Breakfast:* Cereal, milk, bread, butter, coffee, salt fish, potatoes.  
*Dinner:* Clam chowder, codfish or hash, bread pudding, butter.  
*Supper:* Stewed peaches, bread, butter, tea, cold meat.

## THURSDAY.

*Breakfast:* Cereal, milk, bread, butter, coffee, sausage.  
*Dinner:* Boiled ham, potatoes, mustard, bread, butter.  
*Supper:* Stewed apples, bread, butter, tea, baked beans.

## FRIDAY.

*Breakfast:* Cereal, milk, bread, butter, coffee, eggs.  
*Dinner:* Fresh fish, soup, potatoes, bread, apple, butter.  
*Supper:* Baked macaroni and cheese, bread, butter, tea.

## SATURDAY.

*Breakfast:* Hash, bread, butter, coffee.  
*Dinner:* Frankfurters, potatoes, gravy, mustard, bread, butter, roast beef.  
*Supper:* Pea or bean soup, bread, apple, butter, tea, cold meat.

## SUNDAY.

*Breakfast:* Cereal, milk, bread, butter, coffee.  
*Dinner:* Roast beef, gravy, mashed potatoes, bread pudding, bread, butter.  
*Supper:* Stewed prunes, bread, butter, tea, cake.  
*Articles in italics* are for working patients only.

The following table shows also the amount of provisions for one sample month and for each day of the month:

Statement showing quantities of food consumed during the month of August, 1914, and the amount consumed per capita per day with an average daily population of 655.

		Amount consumed	Amount per capita per day
<i>Farinaceous foods</i>			
Flour, wheat.....	82 1/2 bbls.	16,100 lbs.	12.686 ozs.
Flour, rye.....	1 bbl.	196 "	.155 "
Beans.....	1,217 lbs.		
Cornmeal.....	195 "		
Corstarch.....	8 "		
Crackers.....	200 "		
Hominy.....	520 "		
Macaroni.....	340 "		
Peas, dried.....	425 "		
Rice.....	455 "		
Rolled oats.....	805 "		
		4,163 lbs.	3.280 ozs.
		<hr/>	<hr/>
		20,459 lbs.	16.121 ozs.

*Meats*

Bacon.....	198 1/2 lbs.		
Beef, fresh.....	6,210 "		
Bologna.....	384 "		
Codfish.....	150 "		
Fish, fresh.....	1,400 "		
Frankfurters.....	400 "		
Ham, cold.....	1,125 "		
Ham, H. C.....	37 "		
Ham, reg.....	265 "		
Lamb.....	72 "		
Mutton.....	457 "		
Pork, fresh.....	892 1/2 "		
Pork, salt, H. C.....	12 "		
Pork, salt.....	1,220 "		
Sausage.....	325 "		
Salmon, canned.....	123 "		
Salmon, salt.....	360 "		
Veal.....	22 "		
		<hr/>	<hr/>
		13,653 lbs.	10.758 ozs.

*Dairy products*

Butter.....	1,600 lbs.	1.261 ozs.
Cheese.....	181 "	.144 "
Eggs.....	867 1/2 "	.512 of an egg
Milk.....	9,836 qts.	.969 pts.

*Fresh vegetables*

Potatoes.....	322 1/2 bu.	15.239 ozs.
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	Amount consumed	Amount consumed per capita per day
<i>Dried Fruits</i>		
Apples, evaporated.....	234 lbs.	
Apricots, evaporated.....	14 "	
Currants.....	12 "	
Dates.....	59 "	
Peaches, evaporated.....	307½ "	
Prunes.....	203 "	
Raisins.....	57 "	.699 ozs.
	886½ lbs.	
<i>Dry groceries</i>		
Coffee.....	462 lbs.	.364 ozs.
Tea.....	115 "	.090 "
Sugar.....	2,299½ "	1.812 "

Products from the farm amounted in value to \$3,482.49 for the year. The total cost of sustenance for the year was \$41,907.93; this was reduced 8.31 per cent. by the farm products.

On the average, 470 loaves of bread are baked daily and the daily use averages 350 loaves. The oven is about six years old, and it was said, gives satisfactory results. A storeroom for bread is very much needed. Plans for such a room have already been drawn and the work on it will soon begin.

The laundry was in operation at the time of inspection. A new power washer has been installed. The laundry room and storeroom were clean and the latter well arranged. A new ironing-table has also been added.

One of the most commendable improvements during the past year, and which directly affects the inmates, has been the construction of a number of clothes lockers in the basement on the north side. Each inmate is given a locker in which his change of clothing and other articles are kept. The tidiness and arrangement of this section was beyond criticism.

Much to the satisfaction of the medical officials of the institution, an autopsy room has been fitted up, mostly by inmate labor, and with material gathered here and there about the institution.

In another part of the basement there is a large section which at present serves no particular purpose. It is planned to transform this into a bowling alley. Also in another part of the basement a new special dining-room has been fitted up during the past year, under the supervision of one of the keepers and with inmate labor. "Untidy" cases are sent to this room at meal-time. The equipment is plain and neat and will stand much wear and tear.

In the sleeping room of Ward 1, a number of the beds have very weak springs, causing a decided drop in the center of the beds, which is undoubtedly injurious to the occupant. The condition was brought to the attention of Doctor Ross who said that he would have it remedied. Wards 2, 3, 4 and 5 were in a clean and orderly condition. Good discipline prevailed in the wards.

In the construction of the southwest wing, inmate labor is used to a large degree. As high as eighty prisoners work in stone-cutting, grading, carrying material, etc., daily.

Since the last inspection:

1. The superintendent's house has been completed.
2. Cement walks and grading about the institution grounds have been completed by inmate labor.
3. A new incinerator has been set up some distance north of the group of buildings.
4. A new addition has been made to the barn.
5. A new flagpole has been set up, to the delight of many of the patients.
6. Part of the main road in front of the institution has been improved and additional electric light poles have been set up.
7. Moving picture entertainments are given three times a month.

A hospital orchestra, made up of the physicians and attendants, together with a victrola, make possible numerous entertainments which are said to be enjoyed by the inmates.

Daily outdoor exercise is afforded to most of the inmates.

The southern slope of the Dannemora mountain, from which the State institutions at Dannemora derive much of their water supply, has been sold to a private company. This will very likely bring about a serious condition with respect to the water supply for the hospital and prison at the foot of the mountain when the timber is cleared. Furthermore, this tract of land also contains stone quarries from which the stone used in the construction of the hospital buildings has been taken. At one time this land could have been purchased by the State for a very small sum, and the value of the stone alone taken from the quarries in a few years, not considering the pasture land and the timber, would have gone far toward paying for the entire tract.

New living quarters for the employees of the institution are very much needed. It is considered undesirable to house the hospital

employees in private rooms in the village, and, aside from this objection, private rooms are not sufficiently numerous. By converting one of the old shop buildings into a cottage at a small cost, a quiet place could be provided away from the noise of the wards, so that the night attendants could sleep during the day and the day attendants could have a different environment after their long hours of work.

#### RECOMMENDATIONS MADE.

1. The wing now under construction should be completed as soon as possible.
2. A storeroom for bread should be constructed without delay.
3. More living accommodations should be provided for attendants.
4. Attendants are entitled to a more liberal compensation. The present scale of wages for attendants is a serious handicap to the institution.
5. Many of the beds should be repainted.
6. Weak and worn-out bed springs should be replaced by new ones.
7. Funds should be provided to defray the cost of repairing the sidewalls in the kitchen and in some of the corridors.

#### MATTEAWAN STATE HOSPITAL, BEACON, N. Y.

INSPECTED BY PHILIP KLEIN AND E. R. CASS, JULY 14, 1914,  
1:30 P. M. TO 5:00 P. M.

At the time of the above inspection there were 598 male and 128 female inmates in the institution.

The Matteawan State Hospital is used for the purpose of holding in custody and caring for such insane persons as may be committed to the hospital by courts of criminal jurisdiction, or transferred thereto by the State Commission in Lunacy, and for such convicted persons who may be declared insane while undergoing sentence of one year or less or for a misdemeanor at any of the various penal institutions of the State, and for all female convicts becoming insane while undergoing sentence.

On the day of inspection the census showed 726 prisoners, of whom 598 were men and 128 women. They were distributed in the various wards as follows:

MALE DEPARTMENTS.												
Wards.	3	4	5-a	6	7	8	8-a	9	10	11	12	Total.
Capacity.....	16	16	70	65	27	43	....	65	65	90	70	527
Census.....	17	16	100	90	34	68	13	88	95	104	101	736
Admitted.....	....	....	....	4	....	....	....	....	....	....	....	4
Out for exercise	14	10	95	80	16	50	11	80	84	100	85	625
Employed.....	6	8	71	34	8	13	4	14	22	98	85	363
Idle.....	11	8	29	56	26	55	9	74	73	6	16	363

Wards 3 and 4 are the disciplinary wards, 5 and 5a are for the quiet patients, 6 for those newly admitted. Wards 7 and 8 are the infirmary wards; 8a, temporary ward; 9 and 10 are for troublesome cases; 11 and 12 for those working.

In the female department the distribution was as follows:

Wards.	1	2	20	22	Total.
Capacity.....	24	18	32	36	110
Census.....	29	27	34	38	128
Admitted.....	....	....	....	....	....
Out for exercise	....	....	....	....	....
Employed.....	14	6	24	17	61
Idle.....	15	21	10	21	67

The classification throughout the institution is based on the character of psychotic manifestations.

Just about half the total population is employed and the great majority of them can be allowed to take outdoor exercise. As the tables show, there is still a dangerous condition of overcrowding throughout the institution. This necessitates placing more than the allowed number of beds in the dormitories and the distributing of cot beds in the corridors.

The institution is built on the congregate plan and is erected on an elevated piece of land in one of the most picturesque sections of the State, on a site of large acreage.

The building is a two-story brick structure, heated by steam and lighted by electricity, and receives adequate light and ventilation, both from the front and the inner court yards.

The interior of the buildings is arranged on the dormitory and single-room plan and is divided into wards, each ward being a separate unit with respect to the classification of inmates and to equipment.

On the first floor of each ward there is a day-room, a room for officers, a clothing-room, bathroom and toilet.

On the second floor are the dormitories and the single rooms for inmates. The dormitories are equipped with iron beds, with wire

spring bottoms. The bedding consists of blankets, sheets and pillow cases. These are stacked up on the beds during the day in an attractive way and so as to make inspection easy. The day-rooms are well and suitably furnished with large tables and chairs. The floors are highly polished and in some instances are partly covered with large rugs. In these rooms the patients are detained when not out in the exercise yards or employed in some part of the institution.

On the lower floor of the center wing, the dining-room and kitchen are located. Unfortunately, the dining-room is not sufficiently large to accommodate the most of the population at one sitting. Some of the wards in which there are detained a special type of patient have special dining-rooms attached. The kitchen is well equipped with modern cooking appliances.

There have been no important changes in the main physical plant of the institution during the past year. North of the power-house, which is in the extreme end of the exercise grounds and outside of the prison walls, new buildings have been erected for female inmates.

At the time of the inspection only part of the new accommodations for female prisoners were available for use. Appropriations were necessary in order to purchase equipment and furnishings for the other rooms. The plan of this new addition provides for accommodations on two floors with 20 single rooms and three dormitories, with capacity of 14, 5 and 15 respectively per floor. Day-rooms are provided for each floor. The dining-room is situated in the basement as a temporary makeshift, the appropriations for the dining-room building not being available, although included in the original plans.

The daily routine is as follows: All up at 6:00; 6:30 to 7:00, breakfast, 7:00 to 11:30; some prisoners are assigned to work, others for exercise; 11:30 to 12:00, noon meal; 12:00 to 5:00, some of the prisoners are assigned to work and others to exercise; 5:00, evening meal; there is no special retiring hour. This varies according to the patients and wards.

The regular daily exercise periods are of two hours duration each; other modes of entertainment and recreation are as follows:

Cards, dominoes and chess (these are resorted to usually on rainy days), moving pictures and concerts, baseball and hand-ball; games are also indulged in by the patients and attendants. Teams from the various wards compete for supremacy. Sometimes a phonograph is transferred from ward to ward.

Inmates are allowed to wear their clothing and hair as they choose, so long as they keep them clean and presentable. There is no restriction placed on the inmates that would result in dissatisfaction or the aggravation of their mental states. Thus, one patient was found to wear his hair and beard absolutely uncut, but scrupulously clean. A considerable number of exceptions from the general rule are found to be made for individual patients, when such exceptions seem to be necessary in order to humor, or at least not to irritate the patient, regard being had always for the mental condition and the possibilities of cure. Every inmate is seen by some member of the medical staff every day. During the week following the patient's admission the physician who has charge of the particular ward where such patient is, makes a daily report upon his condition and progress and upon his general characteristics and any other facts that may be of interest for the treatment of the patient. For a month following the first week such reports are made three times a week, and thereafter once every month for a year; then, again once every three months. From these reports of the physician a picture may be obtained of the progress of the mental condition of each patient. To facilitate this observation, and avoid riot or attack upon the doctor, all patients are required to sit around on the chairs along the walls when a physician comes in. The physician thereupon makes his rounds, speaking to the patients one by one, and ascertaining their condition.

The staff consists of a medical superintendent, Dr. R. F. C. Kieb, first assistant physician, Dr. J. W. Moore; assistant physicians; Dr. B. R. Webster, Dr. J. H. Blauvelt, Dr. F. E. Spencer, and Dr. G. A. Sharp. The general duties of these physicians are subdivided by the assignment of each to different sections of the institution.

The number of employees in each of the various departments is as follows:

Financial department	6
Ward service (this includes supervisors, nurses and attendants)	118
Storeroom	2
Mechanics	20
Kitchen service	9
Bakery service	2
Domestic service	7
Laundry service	7
Farm	10
Police-men	2

A large farm is maintained in conjunction with the institution. The results were said to be highly satisfactory with respect to the quality and quantity of the products. During the farm season there is much work available for the inmates of the farm.

More detailed information as to the physical plant of the institution proper and as to the activities and system in vogue is given in our annual report of 1913.

The ordinary difficulties of the institution were considerably increased by the unusual number of new admissions during the year. A total of 152 were admitted during the fiscal year ending September 30, 1914, which makes 32, or approximately 20 per cent. more admissions than in the previous year, and about 33 per cent. more than the year preceding that. This has brought the average for the year to 852.586. Most of this increase has come from New York City and is attributed in large part to changes in the Inferior Criminal Court Act, which indirectly bring a large number of convicted misdemeanants. Further difficulties are caused by deficiency in water supply, and unsatisfactory condition of the boilers, three of which were condemned.

#### RECOMMENDATIONS MADE.

1. The greatest evil in this institution being the dangerous overcrowding, the first and important recommendation is, that the capacity of the institution be increased, preferably by the erection of a new group of buildings in close proximity to the present group.
2. Appropriations are necessary for the further equipment and furnishing of the new female section.
3. At least two new artesian wells should be driven and some additional boilers supplied in place of the condemned boilers.
4. The facilities in the bakeshops should be modernized and an automatic mixer added to the bakeshop equipment.

#### PROGRESS DURING THE YEAR.

1. During the year new boilers were installed.
2. A new fire-alarm system was introduced.
3. New buildings for female inmates were completed and partly put into service.
4. The medical staff has been enlarged.
5. The woodwork of the windows and doors was being scraped, cleaned and re-varnished during a large part of the year. This gives an improved appearance to the wards and has supplied labor to a number of inmates.

#### NEW YORK STATE REFORMATORY, ELMIRA.

MARCH 16, 1914, INSPECTED BY E. R. CASS.

The New York State Reformatory at Elmira receives male prisoners between the ages of sixteen and thirty who have been convicted for the first time of a felony. When a person is sentenced to the Reformatory no definite sentence is pronounced. However, the board of managers cannot hold an inmate for a longer period than the maximum sentence which might be imposed for the crime of which he was convicted, but an inmate can be released on parole by the board of managers at any time subsequent to his reception at the institution. Eligibility for parole is determined on the basis of conduct within the institution and progress in the school of letters and at trade work. Inmates are usually paroled after serving thirteen months. In addition to obtaining satisfactory marks in the school of letters, in trade work, and for conduct, the next requisite for release is that the inmate has a place of employment to go to, subsequent to temporary release. When an inmate is released on parole he is placed under the supervision of a parole officer located in the town or city where he resides. The parole period is usually six months, but in some cases is extended to twelve months for inmates who have had previous convictions (not felonies) or an unsatisfactory record in the institution. During the parole period each person on parole is required to report to his parole officer once a month. At the end of the parole period an absolute discharge is given.

The institution is under the direction of a board of managers, consisting of seven members, appointed by the Governor. The board of managers appoints a superintendent and officers, and exercises general control over the institution, its management, and the parole of prisoners.

The general superintendent of this reformatory and of Napanoch Reformatory is Patrick J. McDonell, who is assisted by the superintendent, Dr. Frank L. Christian, and a staff made up of chaplains, physicians, clerks, keepers and parole officers.

The total population at the time of this inspection was 1376, classified as follows:

First grade, 612 inmates.  
Second grade, 751 inmates.  
Third grade, 13 inmates.

There were 37 inmates in the hospital and sick gallery, and 9 men were in the guard house under temporary punishment.

The inmate population is divided into three grades. Upon admission, the inmate is assigned to the second grade. After six months of perfect record, not necessarily successive months, he is eligible for admission to the first grade, and after another period of six months of perfect record, his eligibility for parole is considered.

The Reformatory was first opened in 1876 and is splendidly located with respect to light and air, on an elevated stretch of land known as Elmira Heights. Unfortunately, it is built on the congregate plan, which makes the problem of dealing with the inmate population difficult with respect to classification. The cellhalls are large and contain large brick cellblocks. The total cell capacity is 1,616. Of this number, 1,440 cells are known as old cells, because they are not equipped with toilet and washing accommodations and are a modern ventilating system. There are 176 cells with modern equipment. In the old cells the bucket system is used. Despite the greatest care, the use of buckets tends to bring about an unsanitary condition.

A tour of the cellhalls and all of the other parts of the institution showed a satisfactory condition of cleanliness. The inmates of the shops and classrooms were busily and earnestly engaged in their work and the discipline throughout was perfect.

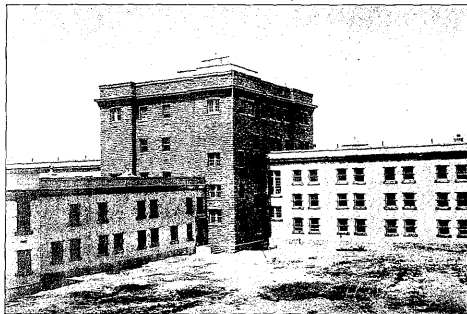
The industries of soap-making, coffee-roasting, printing, book-binding and clothing manufacturing, were said to indicate slightly better results than during the previous year.

The parade ground is badly in need of new paving. The military drill is one of the excellent and important features of the institution and should not be handicapped in any way.

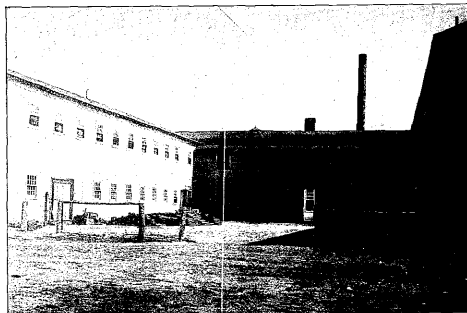
The invalids' yard has only a dirt surface, and, because of the danger of spreading infectious disease as a result of its constant use, should be paved.

The foundry building is in a very dilapidated condition, and to expend money for repairs in order to put it in fair condition would be hardly worth while. The foundry work is of great importance, inasmuch as it furnishes suitable work for many of the inmates and gives knowledge of a trade which can be followed on the outside.

Because of the limited number of civilian officers and the lack of necessary funds, it is necessary to select from the population a number of inmates to assist the civilian keepers in supervising the work and keeping order during the daily routine. The inmates thus appointed are known as "monitors." It is roughly estimated that the State treasury is saved approximately \$60,000 each year thereby.



Prison Farm, Guelph, Ont. Buildings Erected by Prison Labor.



Prison Farm at Guelph, Ont. The Original Wooden Dormitory.

Reports made by the monitors have some effect upon the liberty and chances for parole of their fellow prisoners. It is stated that inmates have the right to appeal to the assistant superintendent, to the superintendent, and even to the board of managers, if they feel that they are being unjustly dealt with by the monitors or civilian officers. There is no doubt that there is always a feeling of resentment on the part of the inmates toward the so-called "monitors." A monitor, in order to be loyal to the management, must report offenders, and, even though the breach of the rules justifies reporting to a superior, the inmate brands the monitor as a "squealer." To men behind prison walls especially, there is no person more despised than one who makes reports or carries tales to the authorities. This feeling of resentment would be greatly minimized, and perhaps altogether obviated, if the monitors were selected by the inmates and made responsible to an inmate body or organization. For example, the delegates who are part of the Golden Rule Brotherhood at Sing Sing, and the Mutual Welfare League at Auburn, are not despised inside or outside of the institution in the way that the monitors are at the reformatory. The men at Sing Sing and Auburn seem satisfied and willing to admit wrongdoing when they know that their case is to be handled by their comrades.

#### RECOMMENDATIONS MADE.

1. The parade ground should be repaved.
2. The invalids' yard should be paved.
3. Appropriations should be made for the installation of toilets in all of the cells, so as to eliminate the use of the bucket system, which, even with the greatest care, is conducive to unsanitary conditions.
4. It is strongly urged that appropriations be asked, which will enable the management to increase the civilian staff of officers so that the monitors can be dispensed with.

#### EASTERN NEW YORK REFORMATORY, NAPANOCH.

JULY 23, 1914, INSPECTED BY PHILIP KLEIN, 10:15 A. M. TO 12 M.;  
1:30 TO 3:30 AND 6:50 TO 7:05 P. M.

Population on day of inspection, 417

The Eastern New York Reformatory at Napanoch presents two chief features of interest. One is the physical plant which was begun



by contract and continued by inmate labor; the other the reformatory methods, that show an interesting modification of the principles applied in the Elmira Reformatory.

The cellhouse proper, that is, the two wings containing the two cellblocks, and the connecting building used for various administrative purposes, were built, but not quite completed, by contract labor, and were originally meant for a State prison. An administration building was to join the central portion on the west. The foundations for this building had been laid, but no further work done. These foundations are now covered by lawn and flower beds.

One other building, the one used for trades, was erected by contract labor. This building appears unsatisfactory from many standpoints, chiefly because all of the inside pillars, floors and stairways are wooden and seem fairly frail.

The completion of the original buildings and the addition of other fireproof buildings was the work of the inmates under paid instructors. These are the power plant, the building containing the messhall, kitchen, bakery, storeroom; the building containing the laundry and shower-baths on one floor and the schoolrooms on the next floor.

All of the buildings are connected by well lighted and ventilated subways, and all were, at the time of the inspection, in a satisfactory condition and faultlessly clean. Special commendation is due for the strikingly clean floor in the cellhouse, despite the fact that the concrete of which it is composed is very badly cracked throughout.

Light and ventilation appear satisfactory in all of the buildings.

A feature worth noting concerning the cells, in addition to their size, satisfactory ventilation and cleanliness, referred to in other inspections, is that the locks are built into the wall of the cell, making it impossible for the inmates to meddle with them. These cells, as well as the interior of the outside walls of the building, are white-washed.

Recently the inmates completed the new chapel, occupying the top floor center of the cellhouse, above the hospital and administration offices.

Considerable construction work, requiring the services of every trade represented in the reformatory, has been done; blacksmiths, electricians, concrete workers, brick layers, painters, etc., all had their share.

While the chapel is practically completed, the rest of the building, which had to be pretty badly torn up for the construction work,

is still in a considerable confusion. The chapel has a capacity of approximately 950.

While the cellhouse and all of the buildings constructed by the inmates are fireproof, the interior of the administration part of the building, including the hospital rooms, of which there are three, and the officers' rooms, are not fireproof. Whether the final plans provide for fireproofing this part is not clear. Such details, however, as the construction of the glass partition wall between the cellhouse and the central building would indicate that the whole building is intended to be fireproofed.

An important improvement contemplated within the coming year is the installation of toilets in at least one cellblock. Superintendent Deyo thinks he will be able to manage appropriations to this effect. The installation itself should be a comparatively easy matter, as there is abundant space left between the rows of cells for a satisfactory utility corridor to contain the plumbing.

The reformatory occupies 294 acres of land, of which 23 are included within the walls; 210 acres are woodland and water reservoir. The lawn in front of the cellhouse occupies 14 acres, and there are 7 more acres of unused land near the brook, to the west of the institution. This leaves only 40 acres for cultivation, whereby just enough vegetables are supplied for the institution for the whole year, so that nothing except potatoes has to be purchased, except perhaps some onions and turnips. The largest single crop is approximately 1,400 bushels of potatoes, obtained last year.

The population of the institution is obtained by transfer from the Elmira Reformatory. The period of detention is about the same as in Elmira. There are three grades, the differences between which are even less than in Elmira. This feature of that reformatory is disintegrating at Napanoch, and, in fact, exists hardly more than in form. On July 1st, of this year, the division by grades was as follows:

First grade.....	226
Second grade.....	219
Third or punishment grade.....	5
	<hr/>
	450

The military, which forms so integral a part of the Elmira system, is practically abandoned here. The only traces of it are in the good form in which the prisoners march through the yard.

The marking system is also different. The money basis has been abandoned. The unit is five marks per day, or 150 per month.

Correspondingly, the graded demeanor reports have also been abolished, and the captain of the guard, who acts as disciplinary officer, metes out punishment in terms of marks upon the merits of the individual disciplinary infraction. The loss of 25 marks per month entails the loss of that month, and the loss of more than 25 marks in two successive months, or failure to make more than 120 marks in any one month, is cause for reduction from first grade to second, or from second to third, respectively.

That, in turn, means, here as in Elmira, that the whole grade has to be re-earned. There is no difference in grades as to uniform, meals or privileges, except in writing letters and receiving visitors. Third grade men are always confined in cells. The school and library bear perhaps the closest resemblance to the Elmira prototype. School sessions are held five afternoons a week in two sections as follows: From 1:00 to 2:45 and from 3:10 to 4:50. The majority of the inmates take part in the scholastic work; for example, in June of this year the enrollment was 357 and the average attendance 307. The organization of the school and its curriculum is modeled after the Elmira plan. Therefore, the academic classes A and B receive instruction from Mr. Abraham Deyo, principal teacher, and the two chaplains, and the elementary or grammar classes are instructed by inmate teachers who are trained for their work in the so-called "normal" class.

The library, containing some 2,600 books of fiction and close to 2,000 books of reference, is divided into three groups: First, a group of fiction for the upper classes; second, a group of fiction for the lower classes, and third, reference books open to all. An inmate is in charge of the library and distributes the books at the rate of one a week, or more upon request. No inmate monitors are used. In this respect, particularly, they differ from Elmira.

Of the population on another date totaling 467, there were 168 returned for violation of parole and transferred from Elmira, and 299 new admissions transferred from Elmira on the basis of age and compatibility. The inmates have satisfactory summer and winter suits, somewhat different in style from those at the mother institution.

Outside of the library, the principal form of recreation seems to be baseball, indulged in especially on Saturday afternoons.

As to the officers, the same situation is true here as in many other institutions in this State, that their civil service titles and grading do not entirely correspond with their functions. None of the officers receives board at the institution. They all have to take their lunch with them, or go to their homes in the village. The hours of labor

of the majority of the guards are somewhat over nine hours; the night guards, twelve hours; and the three chief guards, eight hours each, relieving each other for the 24 hours in the day.

The order and efficiency of the administration seem to be entirely satisfactory. It is doubtful, however, whether the board of managers have solved the problem of dealing with returned parole violators in requiring of them that the same routine twelve months' period be filled in about the same way as other admissions.

Labor just at present seems to be scarce at the Reformatory. Appropriations for further construction work have not been forthcoming and so the healthful, busy day's work possible when plenty of work is available is made very difficult.

The approximate labor distribution of the prisoners is shown by the report for the previous month, as follows:

Grading.....	131
Messhall, kitchen, etc.....	33
Cellhalls, guard room, etc.....	41
Tailor shop, and shoe shop.....	30
Carpenters.....	9
Yard.....	2
Drivers.....	9
New chapel.....	13
With chief engineer.....	10
Painting.....	3
Farm.....	18
Machine shop.....	7
Bathroom and laundry building.....	11
Blacksmith shop.....	10
New sewers.....	32
Miscellaneous.....	69
Hospital.....	6
Third grade.....	5
Locked in for various reasons.....	11
	450

The bill of fare is approximately the same as that reported in the inspection of 1913.

Appropriations will be necessary to carry out some of the required changes, as well as further developments of the institution. Where inmate labor is so successfully employed as at Napanoch, the wisdom of granting the necessary appropriations, which by reason of the inmate labor are considerably smaller than they would otherwise be, is quite evident.

#### RECOMMENDATIONS MADE.

1. The concrete floors in the cellhouse should be repaired, and the concrete floor in the kitchen repaired, or painted with a satisfactory paint.

2. The cells and walls should be painted with oil paint, or enamel, instead of whitewash.

3. The administration building, originally planned, should be erected and quarters provided for a limited number of officers. A restaurant should be supplied where officers could be served at least their midday meal at cost prices, as is done at the Elmira Reformatory. The entire administration building should be completed in accordance with definite plans and made fireproof, especially in regard to providing satisfactory hospital quarters. Those at present used are anything but desirable.

4. There are approximately 220 acres of unused land at the reformatory. Most of this should be treated, either as forest land, or as farm land. It seems entirely wasteful to let it go idle as at present; in fact, the acquisition of more land and the profitable cultivation thereof for State use is desirable.

#### WESTERN HOUSE OF REFUGE, ALBION.

MARCH 13, 1914, INSPECTED BY E. R. CASS, TIME 10:30 A. M. TO 1:30 P. M.

The Western House of Refuge receives females between the ages of sixteen and thirty, under the same law as that governing the New York State Reformatory for Women at Bedford Hills.

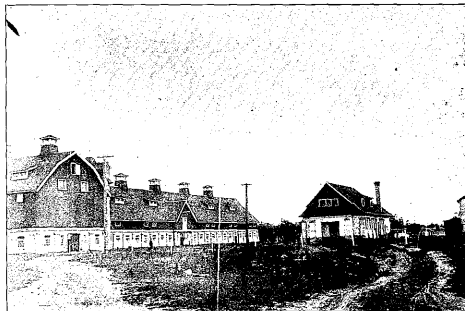
The institution is on the cottage plan and the system in vogue is quite similar in its main features to that at Bedford.

This institution is under the supervision of a superintendent, Miss Alice Curtin, who is directly responsible to a board of managers.

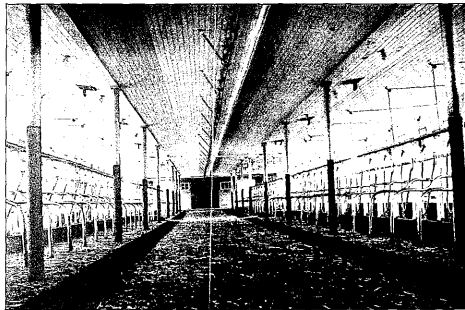
The certified capacity is 215; on the day of inspection the population numbered 246.

New arrivals are first sent to the reception cottage which is the initial penal element in the institution treatment. Inmates are quarantined in this building for fourteen days, and, because of the very crowded condition of the institution, remain inmates of it for about three months. When there is a vacancy in one of the cottages, a girl is taken from the reception building to fill the vacancy and remains an inmate of the cottage until she is discharged or promoted to the honor cottage.

The reception cottage is an old structure and is decidedly unsafe against fire. The girls are kept in separate rooms, arranged in rows on each side of the building. The rooms are equipped with iron cot



Prison Farm, Guelph, Ont. The Barn and Creamery.



Prison Farm, Guelph, Ont. Interior of Cowbarn, Built by Prison Labor.

beds and the doors are of iron. The floors and uprights of the building are of wood, as well as the stairways from floor to floor. It is a question whether in the event of fire it would be possible for the attendant to go from room to room to liberate the girls. There is no central control on the locks of the doors of the rooms. In reality, each girl has a room, but the presence of the iron-bar door of each room immediately gives the impression of a cell. It is unfortunate that a newcomer should be immediately thrust behind bars, especially in an institution for girls.

The institution consists of an administration building, a chapel, seven cottages (four of which are old and three of a later and more modern design), a reception cottage, the hospital, the industrial building, the powerhouse, barn and farm buildings. Each cottage is to a large extent a unit in itself as regards washing, cooking, food and recreation, with certain exceptions. In the school the cottage unit is broken down. The same applies to periods when the girls are engaged in some general work or are in the chapel.

In the old cottages the rooms for inmates are somewhat larger than those in the reception house and number about twenty-two to a cottage. The new cottages contain about twenty-three rooms and are built on a "T" plan.

The inspector made a hurried trip through most of the buildings of this institution and was favorably impressed with the condition of cleanliness and evidence of proper management and supervision in every part.

#### RECOMMENDATIONS MADE.

1. The crowded condition of the institution necessitates the erection of one more cottage. This congested condition is a detriment to the discipline and the chances of reformation.
2. The reception cottage presents a serious condition in the event of fire. Fireproof stairways should be installed, and also some means of a central lock control should be installed.

NEW YORK STATE REFORMATORY FOR WOMEN,  
BEDFORD HILLS, N. Y.

SEPTEMBER 30, 1914, INSPECTED BY E. R. CASS.

The institution is under the supervision of Superintendent Mary Rebecca Moore who is acting superintendent while Dr. Katharine

B. Davis has a four years' leave of absence for the purpose of filling the position of Commissioner of the Department of Correction, New York City.

Female persons between the ages of 15 and 30, convicted of minor offenses, or of a felony, provided they have not before been convicted of a felony, may be committed to this institution from the first, second, third and ninth judicial districts of the State, for a period not exceeding three years.

It is within the power of the board of managers to parole an inmate at any time during this period. Inmates are paroled usually after a period of eighteen months, and for the remaining period up to a total sentence-period of three years, are still within the jurisdiction of the board of managers, and can be returned at any time during that period to complete their unexpired total term of three years.

The total population at the time of the inspection numbered 453. Twenty-six of this number were infants. In accordance with the law, children under the age of two years can be kept in the institution with their mothers.

The normal capacity of the institution is 370, allowing a separate room for each of that number. The cottage system is in vogue. There are eight cottages already built and seven in the course of construction. There are also two farmhouses. One accommodates 18 and the other 26 inmates. In some of the cottages as many as 36 inmates have been housed, but the superintendent is endeavoring to bring the average population of each cottage down to about 30.

The seven new cottages will relieve the present congestion and provide accommodations for about 100 more inmates. The site on which the buildings are located consists of four farms, making a total of 318 acres, of which 192 of these are owned by the State and 126 are leased.

The parcels of land under cultivation are scattered here and there on the total acreage and it has never been determined just how many acres are under cultivation.

The farm work is under the supervision of a woman farmer, and it was said that the products of the farm that are used in the institution are satisfactory in quantity and quality.

The number of girls employed at farm work varies with the amount of work to be done. At times there may be only 44, and again as high as 200. The inmates engaged in the farm work wear khaki bloomer-suits. The farm girls are usually over eighteen years of age.

Besides the seven cottages under construction, there are also:

- A hospital building.
- A powerhouse.
- A new water-supply system.
- A new sewage system.
- A new conduit system for the electric wires between the powerhouse and the cottages.

Probably the most fundamental addition to the equipment of the institution has been the Elizabeth Fry cottage, opened November 13, 1913. The cottage is used as a reception hall and has in all about fifty rooms, a separate room for each inmate. In this building the scientific examinations of inmates by experts in psychology, sociology and therapeutics are made. The property on which the building stands has been leased to the reformatory without payment of rental for a period of five years.

Upon admission a girl is received by a nurse and taken to the dressing room. Here her clothing is removed and searched, then she is thoroughly bathed, her hair is inspected, and a general examination is made by the physician. After this, she is given an outfit of institution clothing and is assigned to a separate room. Here she is kept in quarantine for a period of two weeks, during which time she undergoes various examinations as mentioned above. After the period of quarantine is passed, the girl becomes a regular inmate of the house, and is further studied in order to determine to which cottage it will be best to assign her. Sometimes the girl lives in the regular life of the reception cottage for a period of two or three months.

The approximate cost of the building, without furnishings, was \$75,000.

It was said that about 25 per cent of the girls admitted are unable to respond to reformatory treatment because of physical or mental defects.

The social hygiene laboratory, which is an important asset to the institution for the purpose of scientific study, is located in a new building a short distance from the Elizabeth Fry cottage.

In this building is the apparatus for making the mental and physical tests, also the complete records resulting from the tests. These records are not confined in scope to the individuals in the institution, but include also relatives of the individual so far as possible.

Regular hours for school are from 8:30 to 11:30 and from 1:15 to 4:30. The system followed is practically that of the elementary public schools. There are also classes for sewing, dress-making,

cooking, and it is planned to begin a class for shoe-mending. The inmates perform the work in their respective cottages and also look after the grounds. Each cottage is under the supervision of a matron.

The old reception building, now known as Rebecca Hall, is without doubt a blight to the institution. The part of this building used for inmates consists of steel cells. The presence of these cells as an actual part of the living accommodations is not at all in conformity with a cottage system. The homelike spirit and environment which the cottage plan should stand for is sadly marred by the presence of these steel cages. The cement floors in the rooms containing the cages are in a wretched condition and add much to the grewsomeness of the section.

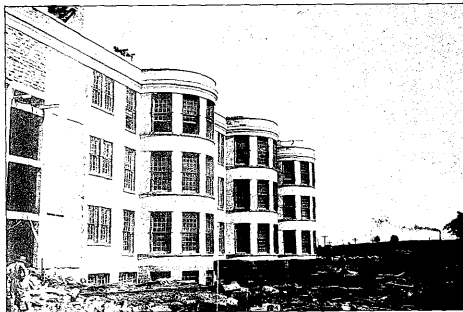
The officials at the institution are wholly dissatisfied with this building and are exceedingly anxious to bring about its complete renovation or abolition. It is regretted very much by them that the large population makes it necessary to use the building.

Girls returned for parole violation and those in the low grade are usually kept here. Parts of the building are very dark, and to aggravate this serious handicap the building is also non-fireproof.

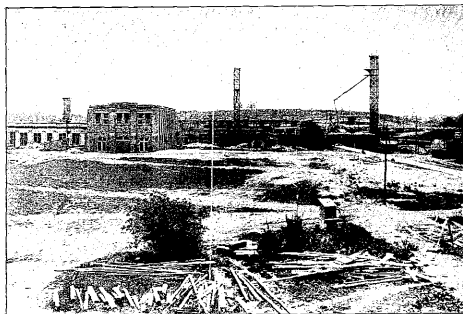
The enameled eating utensils in use for the inmates of this building are in a very badly worn and broken condition. Enameled ware is most undesirable for any institution, because, despite the fact that great care may be used in handling it, the glazed surface will crack and chip and expose the rough metal surface beneath. This rough metal surface will rust and harbor dirt and germs regardless of the best care.

At the time of the inspection there were six girls under discipline in the disciplinary building. Five of these were locked in cells and one girl was engaged in scrubbing the floor of one of the corridors. All but one of the girls were interviewed. These girls were free to move about within the area of the cell, and during the conversation of the inspector with each, no complaints were offered. The fifth girl was not interviewed, because, upon opening the door of her cell, the matron found that she had resorted to what was said to be her usual practice of completely removing her clothing. The inspector was very near the entrance of this cell and spoke so that the inmate could readily hear him. To questions asked her no reply was made.

The disciplinary building is a small one-story building at one end of the grounds. It contains a series of cells, back to back. The cells are ten in number, are constructed of wood and brick and have a wooden floor. They are quite large and are well lighted.



Prison Farm, Guelph, Ont. Dormitory under Construction by Prison Labor.



Prison Farm, Guelph, Ont. Industrial Buildings under Construction by Prison Labor.

Besides two iron grating doors there is also a heavy wooden door which when closed prevents the inmate from communicating with any one in the outside corridor, and, furthermore, does not permit noise to come from the cell. Despite the fact that there is a ventilating outlet for each cell, the adequacy of the fresh air supply in the cells, when the wooden door is closed tightly, is questionable. To the inspector this seems to be the only serious objection to these cells.

Girls under discipline receive one ample meal a day, and two of bread and water. It was said that they are given a mattress at night to lie on and that they are exercised in the corridors every morning. There is no definite period of incarceration in these cells. The amount of time for discipline is determined by the assistant superintendent. Sometimes it rests with the girl when she is able to give good assurance of her future good conduct.

It was a surprise to the inspector to learn that there are no regular periods for fire drills.

The cleanliness of the buildings visited and the discipline was satisfactory.

#### RECOMMENDATIONS MADE.

1. The work on the new cottages should be expedited so as to relieve the congestion.

2. Appropriations should be made which will make possible the abolition of Rebecca Hall or a complete remodeling of the same.

3. Fire drills should be held at least twice a month.

4. The use of agateware eating utensils should be discontinued. Those now in use in Rebecca Hall should be replaced without delay.

5. A more liberal supply of fresh air should be had in the cells of the disciplinary building.

#### ALBANY COUNTY PENITENTIARY, ALBANY.

		Population.					
		Male.		Female.			
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.	
Jan. 15, 1914	E. R. Cass.....	391	1	10	0	402	
May 12, 1914	E. R. Cass.....	184	0	13	0	197	
July 17, 1914	Philip Klein and E. R. Cass.....	210	24	5	0	239	

The sheriff of the county, Wallace A. Peasley, is by virtue of his office, supervisor of the penitentiary. He is assisted in the penitentiary by 1 deputy custodian, 1 clerk, 13 keepers, 2 night watchmen, 2 chaplains, 3 matrons and 1 farmer.

The penitentiary is an "L"-shaped stone structure, built in 1847. It consists of two wings, divided in the center by the administration building. The first floor of the administration building contains the general office, the pharmacy, and the sheriff's quarters. In the rear part of the south side there is a room reserved for keepers and also for a reception room. The upper floor has on it the hospital and library room. The south wing, or main part, of the penitentiary contains an old stone cellblock, four tiers high, with thirty-two cells on a side. The cellblock is not divided by a utility corridor and there is no satisfactory ventilation system installed. There are 256 small vault-like cells, each equipped with double-decked iron cot beds, with canvas bottoms. In the absence of proper toilet facilities, it is necessary to use iron buckets. The bedding consists of blanket and pillow; no bed linen is provided. The interior of the cells is whitewashed frequently. The use of whitewash has been strongly condemned by competent authorities. The cellblock is so old, and so filled with vermin, that it seems impossible, despite frequent whitewashing and the use of bug exterminator, to overcome the vermin. Fortunately, the cellhall is quite large and the side walls have large windows in them. This permits a fair amount of light to enter the cells and makes good ventilation in the cells and cellhall possible. The cellhall is heated by steam and lighted by electricity. There are no lights in the cells.

On the north side of the administration building is the women's division. Half of this wing is also used for the detention of women who are county jail prisoners. The west side of the wing is reserved for penitentiary women. There is a stone cellblock, four tiers high, with ten cells on a tier. Access to each tier is had by a wooden stairway and access to the cells by a gallery with a wooden floor running along in front of the cells.

Toilet and washing accommodations are not available in the cells, but screened off in one corner of the wing there are toilet and bathing facilities. The cells are of the same type and the same size as those in the male wing. The women are supplied with sheets and pillow cases in addition to the regular bedding. The section at the extreme north end of this wing is no longer used. On the west side of each wing there is a yard. These yards are bounded by a 20-foot wall, or by buildings. The two yards are divided by

the shop buildings which are built on a line and directly in the rear of the administration building. These contain the shoeshop and tailor shop. In the yard, on the south side of these buildings and on the extreme south side of the yard is a building containing the repair shop, boiler-room and laundry. At the southwest extremity of this yard is another building formerly used as a brush and broom shop, but now used as a reading-room for prisoners. On the northwest corner of the same yard there is a bathroom, containing eighteen bathtubs, a separate bathtub being set aside for men having infectious diseases. The prisoners are required to bathe at least once a week and are supplied with individual towels and pieces of soap. There is also a barn and a laundry building.

Aside from the inadequate type of cellblocks and the general equipment of the penitentiary, the state of idleness is the most serious and most deplorable feature. Not so long ago when the inmates were worked under the contract system, they were kept busy every day throughout the entire year. Now, the industries are practically at a complete standstill, the tailor shop and the shoeshop being perhaps the most active, and they do not amount to much, inasmuch as they turn out little product and employ but a few men. While a few of the prisoners are thus employed in the remaining shops and in the cellhouse, the number is so small in proportion to the entire population that it is hardly worth mentioning.

Twice a day prisoners are exercised for about an hour and a half, each time in the penitentiary yard. These exercise periods must undoubtedly be a Godsend to the unfortunate men who are incarcerated. The major part of the population is made up of tramps and most of these are homeless. The shop buildings and school-rooms, which at one time played an important part in the daily routine of the institution, are now used as places in which to herd the men when they are not in their cells or exercising in the yard. While crowded into these rooms, the men are permitted to move about and converse. Other than this they have no means of passing the time. Surely, with a system of this kind, there is little incentive given to a man, and no opportunity for reformation.

Large numbers of young lads are often part of the population, and most unfortunately there is no practical means of keeping these young lads separated from the adult prisoners during the day, and as a result of this, the young fellows are thrown promiscuously into the midst of adults of questionable character. The deplorable idleness and the promiscuous commingling make the institution a demoralizing agent instead of a correctional one.



There is a small farm maintained in conjunction with the penitentiary and during the summer months this makes work for a small number of inmates.

At the time of each of the above inspections it was evident that the management was endeavoring to have all parts of the institution kept as clean as possible. The blood-stained side walls in the interior of the cells in many instances at the time of each inspection showed that vermin still inhabited the old cellblock.

#### RECOMMENDATIONS MADE.

1. The county authorities are urged to obviate the objectionable physical defects of the penitentiary by building a new cellblock, and also to plan for better facilities to properly separate and classify the inmates.

2. Plain gray suits should be substituted for the striped ones now used. Onondaga Penitentiary prisoners and Albany Penitentiary prisoners, with the exception of some in the New York County Penitentiary, are the only prisoners in any of the penal institutions of this State that are compelled to wear striped uniforms.

3. Every possible means should be employed to keep minor prisoners from associating with adult prisoners.

4. The interior of the cells should be frequently painted and it is urged that the use of whitewash be discontinued.

5. Penitentiary officers should be cautioned against using indelicat and boisterous language while in the jail.

6. The present arrangement for emptying the buckets is unsatisfactory. There should be three dumping places, in close proximity to each other, with running water.

7. It has been pointed out that a majority of the inmates have next to no work and spend their days in idleness. This situation is wasteful economically and destructive morally. Sending men to prison to give them a chance to loaf from morning to night is neither punishment nor reformation. The chances are, in every case, that a prisoner under such circumstances would be harmful to the prison and to the community. Every effort should be made by the Board of Supervisors to devise some scheme whereby adequate employment would be provided for the men confined. No aspect of prison management is more important than this. Other counties in the State, while they are far from having solved the problem, are at least making

some attempt. They have larger farms, where they employ more men, and in one county, quarry and road work are big factors. We urge most earnestly the serious attention of the Board of Supervisors to this matter.

#### PROGRESS MADE DURING THE YEAR.

1. The county authorities are considering the plan of discontinuing the Albany County Penitentiary. They contemplate building a large county jail and in it to care for the prisoners of Albany County only.

2. The unused sections of the north wing have been thoroughly cleaned and put in an orderly condition. At the time of the inspection of August 8, 1913, the neglected condition of this section was pointed out.

#### ERIE COUNTY PENITENTIARY, BUFFALO.

MARCH 14, 1914, INSPECTED BY E. R. CASS, TIME, 9:30 TO 11:55 A. M.

The penitentiary is under the direct supervision of the superintendent, H. M. Kaiser, who is responsible to the Commissioner of Charities, William Hunt.

The penitentiary staff consists of:

Principal keeper.	1 baker.
21 keepers.	1 teamster.
5 matrons.	1 berrillon clerk.
3 engineers.	1 chief clerk.
3 firemen.	1 deputy clerk.
1 cook.	1 chaplain.

The total population at the time of the inspection numbered 645, classified as follows:

Adult males serving sentence.....	527
Minor males serving sentence.....	80
Adult females serving sentence.....	38

The buildings which make up the penitentiary group can be divided into three parts. They are constructed in the form of an "L," and are continuous. In the short arm on the east side there is a building containing the sewing-room and shops. This building forms part of the enclosure on the east side of the penitentiary grounds; the remaining part of this side is enclosed by a high stone wall. On the north side, or front of the grounds, there are the

administration building, superintendent's quarters, and the women's prison. The section for men and boys is in the long arm on the west side. The remainder of the grounds on both the west side and the south side are enclosed by a wall. There are some old wooden buildings in the south end of the premises, consisting of barns and small storehouses. In the women's prison there is an old stone cellblock with five tiers on a side, making a total of eighty-four regular cells and two dark cells. Recently the cellblock has been renovated and two cells converted into one. The door of one of the original cells still remains and the door of the other is transformed into a window.

The cells are equipped with a set washbasin, with running water connections and a toilet. Each cell is also equipped with an iron cot bed.

The boys' section consists of a cellblock, divided in the centre by a utility corridor. There are four tiers on each side and a total of eighty cells. The cells are equipped with waterclosets and iron cot beds and ventilating flues in the rear. From the boys' prison, access can be had to the section known as the old prison which is part of the original penitentiary building. In this section there is a typical old stone cellblock, with small vault-like cells, the equipment of which consists of a bed and an iron bucket. This cellblock contains 230 cells. The main section for the men contains an extremely large steel cage with four tiers on a side; this section was built in 1895. The total number of cells here is 298. The fronts of the cells face the central corridor, known as the pit, which is 27 feet wide. This pit receives much light through a large skylight arrangement in the roof of the cellhouse. The cells are fairly large and are equipped with toilet and washing accommodations and one iron hinged bed. The rear of the cells faces the side walls, to which they are very close. In the space between the rear of the cells and the side walls is the plumbing work. The cells receive a fair amount of light and air from the windows in the sidewalls.

There are two separate hospital rooms, one for women and one for men. The one for men accommodates twenty and the one for women accommodates five. Iron cot beds are used and the bedding consists of sheets and pillow cases, mattress and blankets.

All parts of the prison are heated by steam and lighted by electricity.

There is a large chapel.

There is also a large yard which is available for outdoor exercising. The cellhouses are practically fireproof and several of the shops

are equipped with extinguishers. There is a fire pump in the powerhouse, pipe lines are laid on the premises and a hose cart is available.

The industries afford a small amount of work but only for less than half the average population.

The industries are as follows:

Tailor shop.  
Carpenter shop.  
Paint shop.  
Cabinet shop.  
Cow barn.  
Horse barn.

Shoeshop.  
Tinsmithing.  
Mattress-making.  
Pig pens.  
Laundry.

There is usually sufficient work to keep all of the female population engaged. The idle male prisoners have two hours exercise every day. The county authorities have recently acquired a 429-acre farm at Wende, N. Y., about eighteen miles outside the city of Buffalo.

It is expected that with the opening of the farm the congestion in the penitentiary will be greatly relieved. Eventually, accommodations will be available for all of the penitentiary prisoners on the farm.

#### RECOMMENDATIONS MADE.

1. The section now used for female prisoners should be painted a bright and serviceable color.

2. Water-closets should be installed in the cellblock, which is now without them. The bucket system is a menace to the health of the prisoners, besides being generally obnoxious.

3. The bathing-room for the male prisoners should be rearranged, but by no means is it advisable to abolish the partitions which separate the different bath compartments. Partitions should exist in order that the prisoners may have privacy when bathing. With the present arrangement proper supervision with a limited number of keepers is difficult, and it is therefore recommended that in rearranging, the bathroom, the shower-bath and the partitions be placed along the sidewalls of the room, and that an elevated platform be constructed in the center of the room which will make it possible for one or two guards properly to supervise a large number of prisoners.

4. The present staff of keepers is inadequate in number. Under the present scheme the keepers are compelled to work long hours and are not overwell paid. Long hours at this kind of work is a severe tax on a man and ultimately affects the progress of the institution.

5. It is a recognized fact that in every prison population there are men who must be punished sometimes. Nevertheless, there are ways of punishing a man effectually, while at the same time recognizing the fact that he is a human being. It is urged that the practice of confining three men at one time in a small, screened cell, without proper toilet facilities, be discontinued. If the screened cell is necessary, and there are more men to be punished than there are screened cells, more screened cells should be constructed, and under no circumstances should more than one man be confined in a cell.

6. Skin diseases are not always readily visible. The shaving of a large number of prisoners is a difficult task and requires a great deal of carefulness and patience. The soap and brush should be thoroughly washed before use in shaving any prisoner.

#### ERIE COUNTY FARM, WENDE, N. Y.

DECEMBER 10, 1914, INSPECTED BY E. R. CASS, TIME, 11.00 A. M. TO 4.00 P. M.

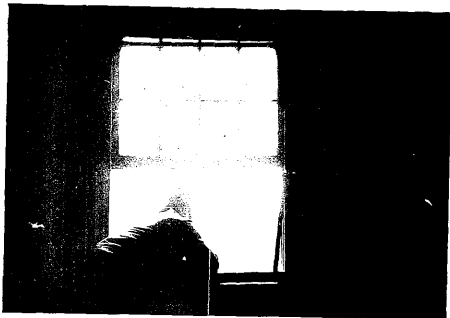
The Erie County Farm is maintained in conjunction with the Erie County Penitentiary and is under the supervision of W. A. Hunt, Commissioner of Charities and Correction, Buffalo.

The Erie County Penitentiary is located in the city of Buffalo on a comparatively small enclosed area. The institution is small and usually has a very large population. The establishment of the county farm is the first step toward removing the penitentiary from its present undesirable location. The farm site consists of 429 acres, in the town of Wendé, 18 miles from the city of Buffalo, and was purchased about six years ago for a county home and hospital. It is easily reached by automobile, and the tracks of the New York Central Railroad run through the property. The cost of the farm was approximately \$26,000.

For several years the county made no use of the land, until finally it was decided to use it in connection with the penitentiary. On March 4, 1914, a group of 12 prisoners from the penitentiary, together with a few guards, journeyed to the farm and settled down in the poorly equipped and dilapidated old farmhouses. There have been, at various times, as many as 100 inmates from the penitentiary working on the farm. The average number has been about



Prison Farm, Guelph, Ont. Quarry, and Inmate Labor.



Prison Farm, Guelph, Ont. Window of Outside Cell.

70. At the time of the inspection there were 74. It was said that about 95 men will be on the farm throughout the winter.

Men sent to the farm are selected from the penitentiary population on a basis of their conduct record in the penitentiary, the length of their sentence and their previous occupations. Up to date, about 7 of the total number of escapes have not been apprehended. Occasionally men become discouraged and dissatisfied and leave the farm, but in several instances these same men have returned and given themselves up. Prisoners who do not respond to the kindness and privileges granted are returned to the penitentiary, and the rule is that they can never again be returned to the farm.

Because of the terribly congested condition in the penitentiary, the commissioner aims to put as many men as possible out on the farm.

The staff consists of a resident superintendent, 3 day keepers and 1 night keeper, and 1 cook. The superintendent's house is a two-story frame structure with 14 rooms and all improvements. It was built by inmate labor.

The original buildings on the farm were two very old barns and two cottages. These were patched up, repaired and equipped with second-hand material brought from the penitentiary. On the rear of one barn a 110-ton silo was constructed.

The two cottages are used by the prisoners. The various rooms of each are equipped with iron cot beds. Each bed is adequately supplied with clean, comfortable bedding. The beds are made out of pieces of iron pipe brought from the penitentiary. The cottages are designated as "bunk houses No. 1 and No. 2," and at the time of the inspection were satisfactorily clean. In the basement of bunkhouse No. 1, there is a shower-bath equipment and a bathtub. The low ceiling and the darkness of the cellar, together with the poor drainage system, does not make the whole system sanitary or healthful. Bunkhouse No. 1 is used as a general office.

Of the total acreage, about 300 acres can be placed under cultivation. The remaining 129 consist of pasture and timber land.

The farm is located in the natural gas belt of the State and, probably because of this, the soil contains a large per cent of acid. This means that it will take some time and much fertilizer to overcome the effect of the acid, which must handicap the vegetable product.

There are two large gas wells on the premises. One produces 500,000 cubic feet per day, and the other 50,000. The bunkhouses and the mess-hall are heated and lighted by this gas, and a system

of street lamps is also supplied. The pipe lines consist of old piping brought from the penitentiary. There was also considerable piping purchased. About \$6,000 was expended in driving the gas wells, setting up the stations and purchasing new pipe. This, of course, is a fairly large outlay, but considering the fact that all of the light and heat for the institution is furnished from these wells, it will only be a short time before they will more than make up the cost of setting them in operation.

Up to the time of this inspection \$31,000 has been expended for the equipment and operation of the farm. The various items making this total are as follows:

For steel, that is, for the concrete wall braces, cross beams, etc.	\$8,000 00
For cement	1,800 00
Lumber used in making the forms for concrete, for the pig pen, icehouse and dormitory building	1,400 00
Cattle	2,152 00
Machinery	1,700 00
Horses	1,250 00
Salaries	3,000 00
Additional lumber	1,400 00
Gas wells	6,000 00
Total	\$26,702 00
Sundry outlays—food, supplies, etc.	4,298 00
Adding the cost of the farm	26,000 00
The total investment to date is	\$57,000 00
Subtracting the total approximate value of the farm products	2,508 88
from the entire cost, reduces the amount to	\$54,491 12

The value of the farm products slightly exceeds a four per cent interest on the total investment.

The commissioner, in the budget for 1915, sets forth the following items:

Salary of superintendent of farm (receives maintenance)	\$1,200
Chauffeur and laborer	780
Cook	720
4 keepers at \$1,000	4,000
Total	\$6,700

\$14,330 is asked for insurance, telephone, lighting fixtures, drugs, clothes, fertilizer, grain, groceries and meat. Requests are made for allowances for grain and meat, because of the uncertainty of the farm crops. Probably much of this will not be used.

For continuing the construction work on buildings now under construction, and for further construction work, the sum of \$29,350

is asked, and for equipment of powerhouse, including dynamos, wiring, boilers, etc., \$3,000.

The above sum was allowed.

The water supply is furnished by the Depew Water Works.

The following buildings are already constructed or are being constructed:

Two chicken houses, 20 by 20 feet each, built in accordance with modern plans obtained from the New York State Agricultural School at Ithaca. The poultry stock consists of 250 young chickens; 150 pounds of chicken were furnished to the Erie County Lodging House for Thanksgiving dinner. The farm was credited with 20 cents per pound for these, whereas the outside market price was 22 cents. Every Friday, for the Sunday dinner in the jail, 25 pounds of chicken are shipped to the city of Buffalo.

A large frame icehouse, capacity 350 tons, was built by inmate labor on the banks of Ellicott creek, which runs through the property. This natural asset insures a supply of ice for both the farm and the penitentiary.

A large pig pen, 30 feet by 110 feet, is under construction. It is to be built of concrete blocks made on the premises, and will accommodate about 200 hogs. At present there are 60 hogs, and it costs practically nothing to maintain them because the swill from the penitentiary, lodging house and jail in Buffalo is brought out to the farm on an automobile truck.

The cow barn has been remodeled. The live stock consists of 20 cows, 7 calves and 1 registered bull. In a small house, near the barn, and known as the "milk testing station" a careful record is kept of the daily yield of milk from each cow and chemical tests are also made each day of each cow's milk. The milk is put up in cans and bottles and sent to the penitentiary and lodging house. Butter is also made and about 25 pounds a week are sent to the penitentiary.

From second-hand lumber and old window frames brought from the penitentiary, a temporary dining-hall has been constructed. The dimensions are 24 feet by 70 feet. This hall is equipped with long tables, and stools are provided for the men to sit on. It is well lighted and was found very clean at the time of the inspection. The kitchen is attached to the rear. The equipment consists of a large

hotel range which is heated by natural gas. In order to accommodate the additional number of men to be brought from the penitentiary, one side of the dining-hall was fitted up with 22 beds.

At the time of the inspection, there was in course of construction a new dormitory building. This building will be the nucleus of a permanent institution. It is to be built of concrete blocks and will be two stories high. The building will consist of three wings. The main, or central wing, is 34 feet 6 inches by 210 feet. It is to be strictly fire-proof and will accommodate about 150 inmates. The first floor of this wing will be the dining-room, kitchen and bathroom and the second floor the dormitory. A small wing, 20 feet by 50 feet, in front of the wing above described, will have office rooms on the first floor, and, on the second floor, accommodations for keepers. A similar wing, in the rear of the central building, will be used as an engine room. The electric light plant for the institution will be located here. Electricity will be generated with the aid of natural gas, that is, the natural gas will be used to feed the boilers, and very likely steam dynamos will be installed. At the time of the inspection the work had been in progress for 90 days. During that time the cellar had been dug out; the foundation, cross beams, and uprights of the first floor were set in place. It was quite pleasing to see how well the inmates and the keepers worked together. The keepers all have some knowledge of structural work. It is also pleasing to know that the plans call for dormitories to replace the cell type of construction. The cement blocks in the building are made on the premises at a cost of from 3 to 4 cents each. It was roughly estimated that the same blocks would cost 10 to 15 cents each if purchased from dealers. About ten blocks are formed out of one bag of cement. A gang of three men operate one block machine, manufacturing about 115 blocks daily.

Aside from saving money for the county, the men are given an opportunity to learn how to handle tools, and, in general, something about trade work. An example was cited of a man who previous to being sentenced to the penitentiary worked as a truckman, and during his period at the farm learned enough about plumbing to undertake that work subsequent to his release. Where work of this nature can be carried out it is to be highly commended, in so much as it offers

splendid opportunity for a man to better his qualifications for work after his release.

While the construction work will take a considerable time, it is well for Erie County to work out a plan which will afford a permanent kind of industrial work for the future.

The men are placed practically on their honor. They do not wear striped suits. In the summer the outfit consists of overalls, socks, shoes, underwear and shirts, and in the winter heavy grey cloth suits, boots and heavy shoes are given.

The daily routine is as follows:

4:30	Cow men are called
6:30	All up
7:00	Breakfast
8:00	Begin work
12:00	Stop work
1:00	Begin work
4:30	Stop work
9:00	Turn in

The men spend the evenings in groups, some chatting and discussing the contents of newspapers; others read books, and others play their musical instruments.

At the time of the inspection the population was distributed, relative to labor, as follows:

On the new building, setting window frames, laying cement blocks, moulding blocks, sifting sand, mixing mortar and making concrete sills.....	22
Digging trenches.....	3
Trimming trees.....	3
Painting.....	3
Assisting gas fitters.....	3
Working in dining-room and kitchen.....	8
Working in the cow barn.....	3
Dairyman.....	1
Chicken man.....	1
Pig pen.....	1
Teamsters (spreading manure and hauling stone).....	3
Helping teamsters.....	1

The cooking is done by a paid cook. It was said that the men receive as much food as they desire; this statement was verified through conversation with the men. The theory is that the men are doing good and profitable work for the county and should be fed well. The following is a sample dietary:

<i>Breakfast:</i>	Pork sausage, fried potatoes, oatmeal with milk and sugar, coffee, bread and butter.
<i>Dinner:</i>	Corned beef and cabbage, mashed potatoes, tea, bread, butter and pickles.
<i>Supper:</i>	Cold ham, fried potatoes, stewed prunes, coffee, bread and butter.

It is customary to use the following meats in succession: Pork, veal and beef.

The farm, aside from making available sufficient work for the inmate population, is of benefit not only to the health of the prisoners but to the keepers also, and the product of this labor will ultimately be of large financial value to the county. At the present time poultry, butter, milk and eggs are supplied to institutions in the city of Buffalo. As the farm is developed, its supply should grow. It is hoped that very soon the farm will be able to supply entirely the wants of the city institutions.

The following is a statement of the farm products:

September 1st to November 21st: Butter.....	\$46 72
May 2d to November 30th: Milk, 1,388.7 gals.....	249 97
<i>From August 1st to end of season:</i>	
Beans .....	375 00
Peas .....	92 67
Potatoes.....	134 40
Poultry.....	64 80
Hay.....	570 00
Oats.....	237 82
Squash.....	15 00
Bean pod.....	70 00
Tomatoes.....	80 00
Beets.....	101 25
Carrots.....	112 50
Turnips.....	148 75
Straw.....	40 00
Apples.....	10 20
Buckwheat.....	124 20
Corn (silo).....	28 60
Total.....	\$2,508 88

The total amount credited to the farm account for the sale of farm products to other institutions between the dates of May 1 and December 1, 1914, was \$1,998.10.

In considering this list, one must keep in mind many things, the late date at which farm operations were begun, the poor condition of the soil and disadvantageous conditions under which the administration began its work.

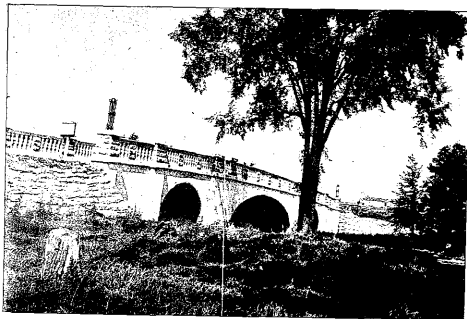
From September 1 to November 31, 1914, 146 pounds of butter were manufactured. The butter was worth 32 cents per pound.

#### RECOMMENDATIONS MADE.

1. The county authorities are strongly urged to promote the development of the county farm.
2. The dormitory plan is very commendable as a substitute for the cells, although it is highly desirable to have



Prison Farm, Guelph, Ont. Building under Construction by Prison Labor.



Prison Farm, Guelph, Ont. Bridge Constructed by Prison Labor.

frequent supervision during the night. The buildings should not be made to accommodate more than 150. Groups of a greater number than this will tend to restore the congregate type of institution, similar to that in the city of Buffalo, and thereby destroy the main purpose of the establishment of the cottage plan, that is, proper classification and segregation.

3. Much attention should be given to the improvement of the soil, so that the farm products can be greatly increased.

4. It is important that the matter of the employment of the prisoners for the future should be definitely planned now. After the construction work is completed, with the present plan, farm work will be the only means of employment and this will only be seasonal work. Industries must be installed and further developed than they are at the present penitentiary, so as to make available work for the population which is at its highest during the winter months.

#### MONROE COUNTY PENITENTIARY, ROCHESTER.

		Population.					
		Male.		Female.		Total.	
Inspected—	By—	Adult.	Minor.	Adult.	Minor.		
May 16, 1914	E. R. Cass	231	0	17	0	248	
Nov. 13, 1914	Philip Klein	377	0	34	0	411	

The Monroe County Penitentiary is under the general control of the Board of Supervisors of the county.

The superintendent is William H. Craig. He is assisted by a deputy superintendent, eight keepers, three matrons, one farm overseer, one chief matron, one domestic for the superintendent and one clerk.

The original structure, built of brick, was erected in 1855 and consists of two wings, built on each side of the administration building. The two original cellhalls, or wings, contain the old type of stone vault-like cells. About 1875 an additional cellhall was built onto the male wing and a more modern type of cellblock and cell installed. The old cellblock of the men's prison contains 192 cells, arranged 48 cells on each tier.

The equipment of the cells consists of an iron cot bed and a



bucket. There is a small opening in the rear of each cell for ventilation.

The windows in the side walls of the buildings, seven to a side, are about fourteen feet high and do not extend downward to a level with the lowest tier.

The new cellhouse is built onto the old one and contains a fairly modern type of steel cellblock, with 250 cells arranged on five tiers. The lowest tier is below the floor level of the lowest tier in the old cellhouse.

There are ten windows to a side in the cellhouse. The cells in the new block have arched ceilings. The cells are equipped with compartments in which to place the bucket. There is an iron hinged bed in each cell. Blankets only are supplied to the prisoners. There is a special room for prisoners to wash in, and in the basement there are shower-baths.

The women's quarters are on the opposite side of the administration building. They are built exactly along the lines of the old cellblock in the men's prison, but are considerably smaller. There are seventy-two cells in the block, lighted by four windows in each of the side walls. The rear of the cellhouse is used as a sewing-room for women during the day. The toilet, bath, and wardrobe for clothing are also situated in this wing. There is also one dark room.

There is a large mess hall, sufficiently lighted and ventilated. The floor above the mess hall contains a storage-room for flour, directly above the bakery and kitchen. Another part of the section above the mess-hall is used as a trustees' dormitory and is equipped with twenty-two beds and a toilet. It is well lighted and ventilated. The trustees are supplied with sheets and pillow cases.

On the other side of the prison yard, directly opposite the cellhouse, are the old shop buildings. These are used principally as reading and sitting rooms.

The industries are practically at a standstill. During the winter months there is no work for the prisoners outside of the ordinary institutional cleaning, etc. This condition is somewhat relieved during the farm season, when some of the population is employed on the penitentiary farm. This farm is approximately five hundred acres in area, two hundred of which are owned by the county and the remainder rented. Mostly short term men are employed at the farm. The men are taken to and from the farm in wagons. Some of the product of the farm is sold to canneries, and this, together with the product not sold but used in the penitentiary, contributes largely to reduce the cost of maintenance.

At the time of both of the above inspections the cleanliness of this institution was beyond criticism. The management is to be commended for the high standard of cleanliness.

#### RECOMMENDATIONS MADE.

1. A new supply of fire hose should be purchased.
2. The shower-bath equipment should be increased. Partitions should be placed around each shower-bath so that prisoners may bathe with some degree of privacy. If an elevated platform were constructed in the center of the bathroom, one keeper could exercise proper supervision over inmates while they are bathing in the different departments.
3. Monroe County has not yet provided a finger-print expert for the penitentiary, to comply with the law requiring that finger prints be taken of prisoners and forwarded to the bureau of criminal identification of the State Prison Department. For the control and proper identification of offenders against the law, this finger-print system is important, and Monroe county should comply with the law by employing a finger-print expert.
4. The penitentiary does not provide sheets and pillow cases or mattress slips. Every healthy inmate is thus subjected to the danger of physical contamination, and even infection. Furthermore, it is impossible to maintain the maximum standard of cleanliness if the bedding is not up to sanitary standards. We recommend, and urge, that sheets, pillow cases and mattress slips be provided.
5. Similarly, individual towels should be provided to each prisoner. The lack of such individual towels is another ready source of infection.

At the time of the inspection of November 13, 1914, a survey was made of the possibilities for the employment of the inmates of the penitentiary.

The Monroe County Penitentiary has had an average population during 1914 of 325 men and 25 women. There were never less than 210 men and 18 women, and the maximum rose to 409 men and 29 women. To keep such a large number of inmates busily engaged means that a considerable amount of industrial or other labor is necessary. The most distressing and heart-rending sight which greets

the eyes of the visitor to this penitentiary is the sight of from one hundred to two hundred inmates sitting idle in the large rooms, which were formerly used for manufacturing purposes.

As the figures below will show, this means a tremendous economic loss to the county. The seriousness of the situation is not so much the economic loss as the tendency of idleness to bring about moral and physical deterioration.

The total expenditure for the fiscal year of 1914 has been .....	\$46,975 03
Of this, there was borne by other counties in the form of payment of board for prisoners* .....	\$11,691 71
Paid by the State for tramps, etc. ....	8,093 29
Paid for board of U. S. prisoners....	179 94
	<hr/>
	19,964 94
Expense to the county.....	\$27,010 09
From this should be subtracted the value of the farm products sold .....	4,183 74
	<hr/>
Leaving a net cost to the county of .....	\$22,826 35

In return for the expenditure of this \$22,826.35, net, the county received from its prisoners the cleaning of the institution, the raising of a quantity of vegetables for its own use, some minor repairs to the buildings and the general maintenance work.

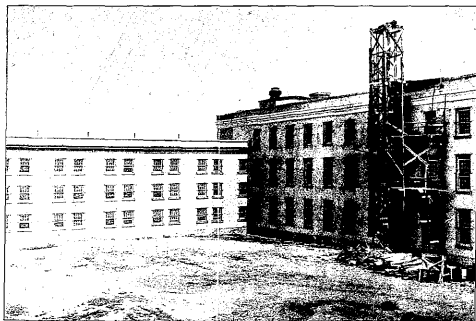
That a condition of deplorable idleness for a county penitentiary is not absolutely essential is proven by the records of at least two other county penitentiaries. The New York County Penitentiary, being part of a large correctional system within the city of New York, which has a total daily census of prisoners of between 5,000 and 6,000 for the correctional system as a whole, should not be compared with the situation in Monroe County.

In Onondaga County a system has been developed during recent years by which there is opportunity for employing, and keeping employed, nearly all of the prisoners committed

\* These counties are as follows: Livingston, Orleans, Wayne, Genesee, Chemung, Schuyler, Seneca, Tompkins, Wyoming, Yates, and some from Ontario.



Prison Farm, Guelph, Ont. Building the Prison with Inmate Labor.



Prison Farm, Guelph, Ont. Cellhouse (left) and Dormitory (right).

to that penitentiary. That county has introduced road building with prison labor with signal success. During the season of 1914, approximately 8 miles of 12-foot macadam road, with 6-foot shoulders, making a total road width of 24 feet, have been built by prison labor. An average of over 100 prisoners have been employed throughout the spring, summer and early fall on the roads alone.

In the absence of quarries throughout Monroe County the possibilities for undertaking highway work as extensively as it is done in Onondaga County are somewhat handicapped; nevertheless, the inmates of the penitentiary could be used during the winter months in collecting the stone from the old stone walls and preparing the same for the sub-base of highways located not very far from the penitentiary. For example: This could be done on the Brighton-Henrietta town line highway and also on the Westfall road.

There is no doubt that the farmers would be willing to give up the stone in the old walls, and, perhaps, in many cases, would be glad to haul it themselves to the crushers.

The arguments offered to the effect that prisoners will be humiliated while working on the highways should be regarded as absurd. In this State, and in many other States, prisoners have been worked on the highways and the people in the community in which they worked have been glad to have them do the work.

The amount of necessary highway improvement is so great that there is sufficient work for both penitentiary and free labor. The small towns in the county will never be able to raise sufficient money to improve all the highways that should be improved or made.

The operations in Onondaga County should be used as a criterion for Monroe.

The first thing necessary will be for the authorities to obtain legislation which will authorize them to employ penitentiary inmates on the highways. Onondaga County succeeded in doing this in 1901.

The highway work in this county is correlated with quarry work. During the winter months most of the prisoners are employed in the quarry, preparing stone for the highway work, which is begun in the spring and carried on through the late fall. The men are sent out from the

penitentiary in squads and they set up camps near the roads where they are working. As the work progresses, these camps are moved. According to the report of the county highway superintendent of Onondaga, the inmate labor has saved considerable money for the county.

We suggest that the Board of Supervisors appoint a committee to confer with the superintendent of highways and the superintendent of the county penitentiary, relative to undertaking the work.

#### PROGRESS MADE.

1. A new bake-oven is to be installed. The need for this was pointed out in former reports.

2. Additional farm land has been purchased. In reports made by this Association, the farm work carried on in this county has been commended and its further development urged.

#### ONONDAGA COUNTY PENITENTIARY, JAMESVILLE.

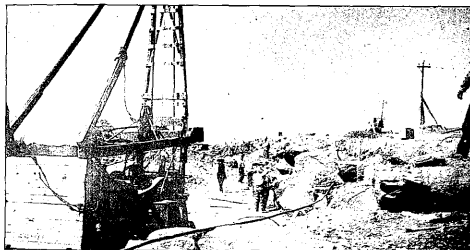
INSPECTED BY E. R. CASS, JULY 22, 1914, TIME, 11:00 A. M. TO 5:30 P. M.

The Penitentiary is under the control of the Board of Supervisors of the county. The superintendent of the Penitentiary, who is appointed by the board, is John S. Markell. The Penitentiary is used by Onondaga County also as a county jail.

The population on the day of inspection numbered:

- 377 adult male penitentiary inmates.
- 30 adult female penitentiary inmates.
- 13 adult male jail inmates.
- 2 adult female jail inmates.
- 3 minor male jail inmates.

The Penitentiary is a large structure, built of concrete block, and consists of two separate wings, east and west respectively. The west wing is used for the Penitentiary prisoners serving sentence, and the east wing is used in part by the county jail prisoners and by the female prisoners. The witness section of the east wing, south side, was unoccupied. The ironwork on the toilets was badly rusted. A cell on the "Q" gallery was found dirty. There was also an improvised padded cell on this gallery which is not entirely satisfactory. In the section occupied by the jail prisoners only the cells on the lower tier were in use. The interior walls have been



Onondaga Penitentiary. Quarry Work.



Onondaga Penitentiary. Inmates Building Roads.

repainted a light grey, and also the cells. The toilet bowls in these cells were badly stained and the base of the niche rusted. In some of the cells sheets and pillowcases were very dirty and in almost every case presented a dull and unclean appearance. A prisoner in one of the cells declared that he had come in the previous night, and judging from the condition of his bed clothing at the time of the inspection it did not seem likely that he received a fresh supply of bedding.

A boy claiming to be sixteen years of age stated that he had occupied a cell with an eighteen-year-old boy who was awaiting action of the grand jury in the same case. There are three serious points involved here. First: In the grand jury section, minors and adults are confined together, and during the day, from 6:30 in the morning until 5:30 in the afternoon, they pace up and down the long corridor, or gather in groups; secondly, at the time of the inspection, the total population of the grand jury section was sixteen and the total number of cells available thirty-eight; there was no good reason for doubling-up in one of the cells; thirdly, the advisability of keeping together in one cell two prisoners charged with the same crime is questionable. The section reserved for witnesses is nearby and could be used for the detention of young lads when no witnesses are detained.

The women's section of the jail in the north side, east wing, was scrupulously clean.

The female Penitentiary section, also on the north side of the east wing, was exceptionally clean.

There were seven women working in the sewing-room of the female department. The female hospital room was clean. It was unoccupied. The bathroom for females was also clean. The upper jail section, north side of the east wing, is occupied by Penitentiary women who work in the kitchen. These women place their mattresses on the floor, because they say it is much cooler than sleeping in the bunks.

The main messhall for men has been repainted and a cement floor has been laid in it. The eating tables, floors, stools, and the room appeared very clean.

The west wing, used for the prisoners serving sentence, was inspected directly after the men had left the cellhouse for the afternoon's work and in many cases the beds were disturbed, that is, sheets and blankets and pillows were carelessly arranged. In a great many cells the side walls were decorated with pictures taken from packages of cigarettes and cut from magazines. The character of the pictures was not altogether proper.

The interior of the cells and the whole cellblock are badly in need of painting. One gallery in particular was not satisfactorily clean. There were some vacant cells, but in some cases two men were found in one cell. The superintendent feels that in some cases doubling-up is helpful to the prisoners.

Juvenile prisoners are segregated on one gallery and are placed under the supervision of a picked older prisoner. There is no doubling-up in these cells unless absolutely necessary, and visiting from cell to cell is said to be prohibited.

The dungeon room is in the cellar on the north side of the west wing; the room is totally dark and contains eight solid iron cells, painted black. There are some very small openings in the side walls but these do not admit an adequate supply of air. Because of the most pronounced absence of air, this dungeon room is by far the worst place the inspector has ever been in and suggests the most cruel kind of punishment. If the authorities cannot devise a better way to punish inmates who become troublesome, it is insistently urged that some means be taken which will permit an adequate supply of fresh air to enter the room. Despite a man's conduct and character, there is absolutely no reason why he should be placed in a room where it is difficult for him to breathe. The inspector could not bear the atmosphere for more than a few minutes. It was said that prisoners are occasionally placed in this room.

The hospital and Bertillon room were found in a clean and orderly condition. A new steel steam dryer has been installed in the laundry. The storeroom and the kitchen have been painted. The equipment and cleanliness of these rooms were satisfactory. The bakeshop was also clean. The refrigerators were clean and the meat was satisfactory, judging from its cleanliness and odor.

The tailor, machine and shoe shops are not very large and furnish little work. A large room on the top story of the east wing is used partly as a storeroom and also as a place where sickly prisoners needing segregation are placed.

The fire lines are tested out four or five times a year.

The following assignments will give some idea as to how the prisoners are employed:

Barn .....	1
Cleaners .....	3
Farm .....	3
(There was little work on the farm at this time, as the first crop had been reaped.)	
Improving and repairing .....	6
Kitchen .....	9
Messhall .....	8
Not assigned because of illness .....	15

Painting .....	1
Quarry .....	131
Shoeshop .....	5
Tailorshop .....	7
Teamsters .....	5
Wing .....	25
Yard (mostly cracking stone) .....	25
Road camp .....	81

#### RECOMMENDATIONS MADE.

1. The cellblock in the west wing should be repainted. A brighter color than the present one should be used.

2. A better system of ventilation should be installed for the dungeon room, if the use of this room is to be continued. To place a man in a room in which the atmosphere is choking and stifling is undoubtedly a very severe type of punishment and an actual torture. It is generally conceded that the use of a dungeon is thoroughly unmodern.

3. The law relative to the separation of minors from adults should be strictly observed in the jail section.

4. A better condition of tidiness and cleanliness should be maintained in the male department of the grand jury section of the jail. With nineteen empty cells on the second tier it should not be necessary to double-up in cells of the lower tier. The cleanliness of the sheets and pillows, in the jail section especially, should be greatly improved.

5. The ironwork directly above the bowl in the toilet niche should be filled with a layer of cement. A composition of one and one-half parts of moulding sand and one part of Atlas or Portland cement will answer this need. Painting will not remedy the evil permanently. The layer of cement should be sloped from the sides toward the center so as to permit of proper drainage.

6. The practice of permitting prisoners to adorn the interior of their cells with questionable pictures should be discontinued.

7. A school of letters for inmates, especially for young prisoners, should be established.

#### ONONDAGA COUNTY PENITENTIARY ROAD CAMP.

INSPECTED BY PHILIP KLEIN, NOVEMBER 16, 1914.

The inspection of the road camp of the Onondaga County Penitentiary took place on what was probably the last day of work this

season, as on the following day snowstorms set in. The officials had been expecting this, so that in one camp the prisoners were working especially hard to finish the road, while in the other camp they were getting ready to dismantle.

In accordance with arrangements between the county superintendent of highways and the Penitentiary, the camp and the camp workers are distinct and separate from those employed on the road, so far as the county superintendent of highways is concerned.

Of the two road camps working at the time of the inspection, the first started in April and has been working an average of 68 to 70 men on the road. This group completed a stretch of road approximately 8 1-2 miles in length, consisting of 12 feet of macadam, with 6-foot shoulders. On the day of inspection there were 55 men at this camp working on the road, and 5 or 6 were occupied around the camp.

The camp was not found in quite the sanitary condition desirable. Neither the messhall nor the dormitories were quite clean, and the toilets were decidedly dirty.

The other camp which was established in September of this year, on the road from Marcellus to Cliff Corners—a 7-mile country road to be improved by the prisoners—was found to be absolutely clean and satisfactory. The messhall, dormitory, kitchen, privy, and the camp as a whole, were in good order. There were 38 prisoners at this camp; 35 on the road and 3 at the camp. Ten civilian employees were working at this camp during the season, consisting of 1 roller engineer, 1 pruner and 8 drivers with their teams, in addition to 5 keepers.

The number of persons at this camp was excessive for 38 prisoners. Considering the number of other civilian employees, we think that three guards are all that are required, one as camp supervisor, one day guard and one night guard. During the past road season of more than 7 months, there have been only 4 escapes from both camps, and two of them have been returned.

Another matter deserving attention is that the prisoners here still wear stripes, whereas State prisoners in this State and in other States are not required, and, in fact not now allowed, to wear stripes.

The prisoners work 8 hours a day. Mr. Markell, the superintendent of the Penitentiary, visits the camps generally about once a week.

During the past season, the two camps constructed in all some 8 1-2 miles of road, consisting of 12 feet of road, with 6-foot shoulders. The construction of 7 miles of this has cost, so far as figures are avail-

able, \$49,000 to \$50,000, or approximately \$7,000 per mile. It is estimated that the same work by contract labor would cost at least \$10,000 per mile, especially because of the tremendous amount of ditch digging that had to be done, on account of the difficulty of draining the unusually level land. In this total cost is included the sum of \$3,000 for the purchase of the rights of way.

The quarry of the Penitentiary is now also under the management of the superintendent of highways. During the past year it is said that 51,000 tons of stone were shipped from the quarry, of which 25,262 were used on the 7 miles of road just completed by the prison camp. Mr. Bogardus states that the total product of the quarry was not more than 25 per cent. of what could have been used on the roads in the county during the year. He intends to install additional machinery at the quarry so as to increase the output and store a large amount of stone during the winter for use in the road building season.

It is stated that the penitentiary added 10 keepers and an auto-truck to keep up with the road building.

The guards on the road camps receive a regular salary of \$75 per month, and an additional 5 cents per hour from the Highway Department for good service. The Penitentiary supplies maintenance of the road camps, pays the guards and gives additional food to that served in the prison proper. In return for this the county highway department pays 7½ cents per convict per day for labor performed. There have been some discrepancies between the financial statements on the road work of the county superintendent of highways and of the Penitentiary. We refrain, therefore, from giving financial data.

#### RECOMMENDATIONS MADE.

1. The larger road camp should, on resuming its work next year, apply the same system of cleanliness and order that was found in the small road camp.
2. The striped clothing should be removed. None of the State prisoners in this State any longer requires its prisoners to wear stripes. It is now considered an unnecessary humiliation for the prisoner, and a relic of times gone by. We strongly urge the removal of stripes.
3. The number of guards at the road camp should be reduced. The present number is excessive and unnecessary.

## ALBANY COUNTY JAIL, ALBANY.

Inspected —	By —	Population.				Total.
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	
Jan. 15, 1914	E. R. Cass.	52	5	1	0	58
May 12, 1914	E. R. Cass.	47	13	2	0	62
July 17, 1914	P. Klein and E. R. Cass.	33	4	4	0	41

The capacity of the jail is as follows:

For adult male grand jury prisoners.....	33 cells
For male juveniles (grand jury and those serving sentence together).....	12 "
For adult males serving sentence.....	7 "
For female prisoners, two separate sections in the penitentiary north wing, with a total of.....	36 "

There are four sessions of the grand jury during the year.

The sheriff is W. A. Peasley. The staff consists of a jailer and three keepers who work on eight-hour shifts.

A wing on the south end of the penitentiary building is used for the county jail. The structure is of brick and was erected in 1847. The cellblock, several tiers high, is of stone and the cells are of the vaultlike type. They are small and dark and there is no means of ventilation in the rear of them. The cells are not equipped with toilet or washing accommodations. Iron buckets are used at night, and during the day a toilet with a flush, in the corridor. Iron frame cots with canvas bottoms are used; in some cells there are double-deck beds. The bedding consists of blankets and a pillow. A shower bath is in the corridor of each section, i. e., the juvenile, grand jury, and the section for those serving sentence. The juvenile section is unfortunately in very close proximity to the adult grand jury prisoners. The wing is heated by steam. The floors of the cells and corridors are of stone. When necessary, the penitentiary hospital quarters are used.

Prisoners receive three meals a day. There is no opportunity for outdoor exercise.

The general cleanliness was much improved at the first inspection of this year as compared with the condition at the time of the last inspection of the previous year. On the second inspection a very unsatisfactory condition of cleanliness prevailed. The third inspection found a slightly improved condition of cleanliness over the second, but still unsatisfactory.

## RECOMMENDATIONS.

1. The county authorities are strongly urged to procure a new site and erect on it a jail of a modern design which

will be large enough to meet the needs of the county. In conjunction with the new jail plan some provision should be made for the employment of the prisoners. See No. 1, under Improvements.

2. It is necessary that every human being should receive some daily outdoor exercise. The fact that a man is in jail is no justifiable reason for placing him under circumstances which will jeopardize his health. There seems to be no particular reason why the penitentiary yard cannot be used for exercising the prisoners once a day. The doorway on the north side of the jail can be used as an exit and entrance.

3. The shower baths should be enclosed by a screen or partition of some kind, which will enable an inmate to bathe with some degree of privacy. Every inmate of the jail should be compelled to bathe at least once a week. See No. 8, under Improvements.

4. The county authorities should purchase from the Prison Department necessary clothing, such as shoes, underwear and socks. This clothing should be distributed with discretion among the prisoners, especially upon their release.

5. The sheriff and the board of supervisors should insist upon cleanliness at all times. There is absolutely no pardonable excuse, even if the institution is an old one and the type of inmates extraordinary, for a condition of uncleanness.

6. Police officers and officers from the penitentiary should be instructed to conduct themselves in a gentlemanly way while in the jail. Boisterous and indecent talk does anything but set a good example for the prisoners.

7. The sections of the jail at present unused should be put into serviceable condition to relieve the congestion in the parts now in use. This of course should be make-shift until such time as a new jail shall be built. The present jail can never be so far improved as to obviate the necessity of building a new one. The old cellblock, reeking with vermin, and with hopelessly dark and poorly ventilated cells, can never be satisfactory. See No 7, under Improvements.

8. Boys should not be allowed to communicate with adults. Prisoners serving sentence should not be allowed to occupy cells with unconvicted persons.



9. The buckets should be aired and preferably allowed to remain in the air for several hours a day. See No. 6, under Improvements.

10. The ventilating holes in the cells are of little use as ventilators and afford the greatest supply of vermin. They should be filled in with cement and plaster.

11. Prisoners serving sentence should not be allowed to retain any money in their possession while in the jail.

12. Discontinue use of whitewash for the interior of the cells. Competent authorities condemn the use of it. After it becomes scaly, it makes a splendid harboring place for dirt and germs. See No. 4, under Improvements.

#### IMPROVEMENTS MADE.

I. Agitation for the construction of a new jail or the remodeling of the present one. Since September 30th, plans for the remodeling of the jail have been submitted.

II. Blankets are aired on the gallery rails every morning.

III. Greater care exercised to observe laws relative to classification of the prisoners.

IV. Interior of cells whitewashed. Oil paint used on stairway and exterior of cellblock. Since inspection of July 17th, oil paint used in interior of cells of the previously unused sections.

V. Varied condition of cleanliness.

VI. Subsequent to inspection of July 17th, buckets are aired daily in the penitentiary yard.

VII. Some of the unused sections have been made ready for use and are being used.

VIII. Iron frames with canvas curtains have been placed around each shower bath.

#### ALLEGANY COUNTY JAIL, BELMONT.

Inspected —	By —	Population.
May 18, 1914	E. R. Cass.....	1 male adult, serving sentence.

The capacity of the jail is as follows:

Adult males.....	24	cells
Adult females.....	6	"
Minor males.....	3	"
Minor females.....	3	"

The sheriff is John Tunstead. He is assisted by a jailor, and Mrs. Tunstead acts as matron. There are three sessions of the grand jury a year.

The jail is a two-story brick structure, entirely fireproof, with exposure on all sides. It has good ventilation, is heated by steam and lighted by natural gas. In the old part the cage type of cell arrangement is in use. Each cell has a water-closet, a set washbasin and one iron hinged bed. Bedding consists of mattress, blankets, sheets and pillow case. The new addition has the cellblock arrangement. The cells are back to back and separated by a utility corridor. These cells are more modern in design and equipment. The bedding is the same as that in the other cells. Shower baths are installed in the corridors. The prisoners receive three meals a day.

At the time of the above inspection the jail was wide open and the inspector passed through all parts without meeting any of the officials. Finally the sheriff's daughter was located and she explained that her father was in Buffalo and that the jailer and the one prisoner were working on a piece of land, a mile or so from the jail. The advisability of leaving a county institution of this kind entirely without a male person is doubted.

The cleanliness of the jail was entirely satisfactory.

#### RECOMMENDATION.

1. That a county jail farm be established in order that the prisoners can be made to contribute toward the cost of maintaining them.

#### BROOME COUNTY JAIL, BINGHAMTON.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
Dec. 29, 1913	E. R. Cass.....	46	2	0	0	48
July 28, 1914	E. R. Cass.....	30	2	1	0	33
Nov. 9, 1914	Philip Klein.....	23	3	2	0	28

The capacity of the jail is as follows:

Adult males.....	30	cells
Adult females.....	5	"
Minor males.....	10	"
Minor females.....	5	"

The sheriff of the county is A. M. Seaman. He is assisted by a staff consisting of an undersheriff, a turnkey, two guards and a matron.

The jail is a stone, fireproof structure, made up of three separate wings, with two floors in each. It is heated by steam and lighted by electricity. Natural ventilation is had through the heavily screened, small windows in the side wall. The cage plan of cells is used. This, unfortunately, makes a dark central corridor between the fronts of the two rows of cells. Each cell has two iron-hinged beds, a water-closet and a set washbasin. The bedding consists of a mattress, blanket, sheets and pillow slip. There are shower-baths available for bathing purposes. Prisoners receive three meals each day. A small percentage of the population is employed occasionally at stone-breaking, and frequently on the courthouse grounds.

At the time of the first two inspections the cleanliness of the jail was satisfactory. On the last inspection some parts were not up to the usual standard.

#### RECOMMENDATIONS MADE.

1. The present laundry facilities undoubtedly make considerable work for the prisoners, but it is a question whether it is possible to secure satisfactory results. The installation of an electric rotary washing machine will insure thorough washing of heavy material and will not lessen the amount of actual work to a noticeable degree.

2. While the toilets are in working order, their worn condition raises the question of sanitation. The iron work could be thoroughly scraped and then given a heavy coat of red lead, and then a finish coat of grey paint. The washbasins should also be painted.

3. The City of Binghamton should have a lockup suitable for the detention of all its prisoners. The county jail should not be used for women and children prisoners who ordinarily would go to the city lockup.

4. Electric lights should be installed in the ceiling of the dark central corridor of the east wing.

5. The cages in all the wings, especially in the east wing, should be painted a bright color. A cream-colored white will help greatly to brighten up both floors of the east wing.

6. The keys to the female section should be in the hands of the sheriff or the matron. To insure proper care of the women, and also to avoid placing the officials of the jail in

an embarrassing position, it is advisable to have the matron accompany male officials or visitors into the female section.

7. If the stoneyard is to be regarded as a part of the jail equipment, the work in it should be made part of the daily routine.

8. It is quite important that the jail should have a padded cell.

9. A citizen cook should be employed to insure proper preparation of the food and economy in the handling of same.

10. No man should be kept at work with a ball and chain attached. This practice is too barbarous to be tolerated by an enlightened community.

11. A clean blanket, clean mattress slips and pillow slips should be provided for every newly admitted prisoner. At present blankets are washed about four times a year, and no prisoner is sure that he is not using the infected blanket, etc., of another prisoner. All bedding should be removed from the cell after the discharge of the occupant of that cell, and should be washed and, if necessary, disinfected, and kept in the linen closet or some similar place. When a new prisoner is admitted, he should be given clean bedding, including sheets, pillow case, and a new blanket and mattress slip. The blanket need not then be laundered again until the prisoner is discharged, except that it should be laundered at least once every two months, in any event.

12. A permanent record should be kept at the jail of the exact number of prisoners in the jail every day, subdivided as to males or females, adults and minors serving sentence, court prisoners, awaiting transfer, etc. With the present record it is impossible to judge what the average reliable working population of the jail is.

#### PROGRESS MADE DURING THE YEAR.

The jail committee of the Board of Supervisors has accepted some of the recommendations made by this Association in its previous reports, and has ordered them to be carried into effect. The recommendations, specifically, are:

I. The installation of an additional electric light in the central corridor.

II. The painting of the corridors a light color.

- III. The installation of new flushes and toilet bowls.  
 IV. The construction of a padded cell.

At the time of the inspection made November 9th, the possibilities for the employment of the inmates of the jail were studied. As a result the following plans were offered in the form of a report to the Board of Supervisors for their consideration:

First: Broome County has a county poor farm of 175 acres at a distance of approximately two and one-half miles from the jail, 110 acres of which are cultivated. A good deal of improvement could be made on the farm if the labor of prisoners was available for that purpose. Superintendent Swarts stated that he could easily use ten prisoners on the county poor farm doing the labor of just ordinary farmhands, not counting any improvements, such as building, construction, concrete work, etc., that could be made.

In Tioga County there have been for the past six or seven years a number of county jail prisoners thus employed on the poor farm in that county, to the great satisfaction and gratification of both the sheriff and the superintendent of the poor farm.

Not only in farming proper has this advantage been gained, but the construction of an excellent large barn, of a considerable amount of concrete work, the building of a large concrete silo, and numerous other improvements about the farm, have been made possible by the use of jail prisoners.

No better precedent for this kind of work for Broome County can be cited than its neighbor, Tioga County. We strongly recommend that the Board of Supervisors pay a visit to Tioga County and study the work there accomplished and the system in vogue.

This plan, however, will solve only a small part of the problem. Work must be provided for the winter as well as the summer, and for the whole population instead of just a part. For that reason we think that perhaps the second plan here proposed may be preferable, or at least it can be so combined with the first plan as to make the stone-crushing during the winter and farm work during the summer supplement each other, thus providing all-the-year-round labor.

Second: The second plan would be the employment of prisoners on the building of roads and the preparation of road material, that is, broken stone.

Broome County has upward of 1,300 miles of unimproved town highways. The importance of good roads for the development of any community is self-evident. Yet the amount available for the improvement of these town highways is very small. There was expended during the year 1913 for road work proper on these town highways, \$66,538.81, or a little over \$46 per mile. Most of that expenditure has been for labor, which constitutes about 80 per cent of the cost of road work. It is, therefore, hardly necessary to show how profitable would be the employment of prisoners for the improvement of town highways. Such work has been done elsewhere in this State and outside of the State, both by State and county jail prisoners. In this respect, also, Tioga County has made some steps. In October of this year a group of some thirteen prisoners were employed during a period of about three weeks in building gravel roads near Appalachin for the town of Appalachin. In Onondaga County, also, prisoners are used on highways on quite a large scale. In that county, the other half of the proposed plan has been in effect for some years; that is, during the winter season, when work on the roads is not possible, the prisoners work in a quarry preparing road material. Such a quarry can provide labor for almost an unlimited number of prisoners and they may be worked through the winter season in all but the severest weather.

We propose that Broome County take advantage of the experience of the counties above mentioned in order to carry out the provisions of the law in reference to hard labor for prisoners and to provide better roads for the county.

Section 93 of the County Law reads in part as follows:

" . . . The board of supervisors of the several counties are authorized to employ convicts under sentence to confinement in the county jails, in building and repairing penal institutions of the county and in building the highways in their respective counties, or in preparing the materials for such highways for sale to and for the use of such counties or towns, villages or cities therein; and to

make rules and regulations for their employment; and the said board of supervisors is hereby authorized to cause money to be raised by taxation for the purpose of furnishing materials and carrying this provision into effect; and the courts of this state are hereby authorized to sentence convicts committed to detention in the county jail to such hard labor as may be provided for them by the board of supervisors."

Section 70 of the Highway Law reads as follows:

"After satisfying himself that proper quarters can be secured, the town superintendent may, with the consent of the town board, request the supervisor of the town, under the provisions of section 93 of the county law, to procure the services of prisoners serving sentence in the county jail for general work upon the public highways of the town."

We suggest that the jail committee of the board of supervisors look into the practicability of working out this plan, conferring for that purpose with the county superintendent of highways, Mr. Von Amberg, the sheriff, and the county superintendent of the poor farm. Also, that they study the work accomplished in Tioga County.

The financing of the plan would be comparatively easy. If prisoners are to be employed on the county farm, it is a pure gain for the county, and the result would more than make up for the cost of daily transportation of prisoners to the poor farm, not to mention the untold benefit to the prisoners and to the community from having the prisoners at work.

As to the town highway work, that should be organized by the county superintendent of highways, who would be best situated to decide what towns are most in need of such labor, and, therefore, which of the towns should be advised to make application as per Section 70 of the Highway Law and which should be granted.

In thus working on the town highways, the town should pay the cost of maintenance, guarding and transportation of the prisoners to and from the highways. The county would gain by such payment of maintenance expense to the town by having the prisoners at work. Moreover, if the plan works out satisfactorily, the county will be able to terminate its contract with the Onondaga County peni-

tertiary and use all its prisoners on the county roads, thus saving the 30 cents per day paid to the penitentiary for the board of Broome County prisoners.

The details of the plan are very much simpler to work out than would seem at first sight. We would urge, therefore, that this matter be taken up immediately, so that by next spring, at the latest, the work could be gotten under way.

The county may be assured of the cooperation of the State Highway Department and of any aid that the Prison Association is able to give, and we should be glad to be of any service in this matter to the county at any time.

BRONX COUNTY JAIL, 161ST AND 3D AVENUE, NEW YORK CITY.

		Population.				
		Male.		Female.		Total.
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	
Jan. 14, 1914	Philip Klein	—	—	—	—	48
April 25, 1914	E. R. Cass	—	—	—	—	—
April 30, 1914	O. F. Lewis and E. R. Cass	—	—	—	—	52
July 2, 1914	E. R. Cass	63	11	5	0	79
Oct. 7, 1914	Philip Klein and E. R. Cass	80	5	3	2	90

The capacity of the jail is as follows:

Adult males	35 cells
Adult females	1 room
Minor males	5 cells
Minor females	Together with adults

Since January 1, 1914, The Bronx has been a separate county. James F. O'Brien is the first county sheriff and is the supervisor of the jail. He receives \$10,000 a year and is assisted by the following staff:

- John Minogue, warden, \$2,000 a year, and one meal daily.
- J. Sheehan, principal keeper, \$1,500 a year, and one meal daily.
- 7 keepers, \$1,000 a year, and one meal daily.
- 2 guards, \$1,000 a year, and one meal daily.
- 4 matrons:
  - 1 at \$900 a year, and one meal daily.
  - 1 at \$750 a year, and one meal daily.
  - 2 at \$600 a year, and one meal daily.
- 2 male cleaners at \$600 a year, and one meal daily.
- 1 female cleaner at \$600 a year, and one meal daily.
- 2 male cooks at \$25 per month.
- Dr. Dodin is the jail physician and receives \$1,500 a year. He visits the jail daily and is also subject to call.

The population at the time of the inspection on April 25th numbered 48. The exact number of each class of prisoners was not obtainable because the office of the clerk in the courthouse was closed. Prisoners held for the county court, and also for the court of special sessions, are detained in this jail. The court of special sessions convenes once a week. The grand jury and county court are in session every day.

The employees of the jail are not taken from the civil service list. Their hours are indefinite, but are twelve hours a day on an average.

The jail is located in the courthouse building and occupies the north side. The building is a massive stone structure and occupies the entire block, having exposure on all sides.

The construction of this building has taken many more years than necessary and for the past four or five years has been a subject of ridicule to the Borough of The Bronx. When a new county was formed a county courthouse and a jail had to be secured, and this structure, which no doubt was intended originally for a magistrate's courthouse and detention prison, was turned into a courthouse and jail.

Entrance to the jail is on the 161st Street side. The central part of the ground floor is the warden's office. In the east end of the warden's office there are two doorways; one leads into a section in which the stairway and the elevator which gives access to the upper part are located, and the other opens into a room which is used for the detention of female prisoners. This room is lighted by one large window and contains a cage which is 14 feet 6 inches by 11 feet 10 inches, and is equipped with a large, wooden platform, and one iron cot bed; also a water-closet in a partitioned compartment, and a set washbasin with running water. This section is desirable for the detention of only two women prisoners, unless it is intended that they should sleep on the wooden platform. Under no circumstances is it possible to separate the different types of women prisoners in this room. In the small corridor outside of the cage is an elaborate shower-bath compartment, a water-closet and a set washbasin. This shower-bath, together with one of a similar design located in the corridor on the north side of the counsel room, represents the only means of bathing in the entire institution.

West of the warden's office is a large room which has on the south side a large cage, 18 feet 4 inches by 15 feet 5 inches, used for the detention of five and ten-day prisoners. The counsel cage is on the north side of the same room and is separated from the ten-day cage by a corridor. The equipment of the ten-day cage

consists of a water-closet, set washbasin with running water, and a large wooden platform on which the prisoners sleep. It was said that the only bedding furnished to the prisoners who occupy this cage is a blanket.

The floor of the cage is of stone. Two sides are of brick and tile and the other two sides consist of bars. The only light received is that which passes through the counsel room on the opposite side.

Cloth curtains are hung on the bars so that the occupant of the cage cannot see those who are in the counsel room.

At the time of one inspection, the cage was occupied by one man who had been brought down from the jail proper because of disorder.

On the west side of the ten-day cage there is a passageway which leads into a room known as the detention pen. This room is located outside of the county courtroom and is used for detaining prisoners who are to be called for trial during the session of the court. Prisoners are not detained in the room for more than four or five hours at a time. The equipment consists of a large cage divided into two parts, each part 16 feet 5 inches by 10 feet. Each part is equipped with a water-closet and set washbasin with running water connections. The room has one large window which is divided into three sections. The cage is situated far back from the window, and the rays of light are intercepted by two iron stairways, one of which leads up to the courtroom, while the other leads up to the corridor which leads to the warden's office. The passageway, which begins at the west side of the ten-day cage and ends at this court pen, has been termed the "Bridge of Sighs."

The jail proper is divided into two sections, one known as the "five-tier section," and the other as the "three-tier section." Entrance to the five-tier section is on the first floor. After leaving the elevator one passes across a narrow corridor and into a large room in which the tiers of cells are located. The cells are arranged in rows of five and are built one on top of the other. The fronts of the cells face the north side wall of the building and the rear of the cells are built up against a narrow utility corridor on the south side. The lower row of cells has an inside and outside corridor. The inside corridor is 30 feet by 5 feet 4 inches and the outside corridor is 30 feet by 4 feet 2 inches.

The four upper rows have only a gallery of the same dimensions as the inside corridor on the first floor, for exercise space. Access to each gallery is by means of an iron-frame stairway, with stone steps, located on the east side.

The cells are 8 feet by 6 feet by 8 feet, built of steel. The entire

front of the cells is made up of steel bars. The doors work on the sliding system. The equipment of the cells consists of heavy porcelain water-closet, without a wooden seat, a set washbasin with running water connections, and one iron-hinged bed. The bedding consists of straw pillow and a blanket.

The ventilation from the rear is by a small flue which begins at the center of the back of each cell and continues to the roof.

This section is lighted by four large windows in the side wall and two small ones. The windows work on the transom plan. The large windows are 6 feet 3 inches by 10 feet and the small windows are 3 feet by 10 feet.

Twenty-five cells are in this section, of which 12 could not be used when the jail was opened because cold weather had cracked some of the bowls and burst some of the pipes. In some cases, the necessary plumbing fixtures were also missing. Because these cells could not be used it was necessary to double-up in almost every cell in use. This made it necessary for one occupant of the cell to sleep on the hard stone floor at night. There are no bathing facilities in this section. This without doubt is an unpardonable oversight.

On the south side of the corridor, which runs between the elevator and the entrance into the first section of the jail, is a room 22 feet 3 inches by 14 feet 3 inches, used as a locker room by the keepers; it also has toilet accommodations. Directly above this room is a room similar in design and dimensions which is used as a chapel. Services are held every Saturday by a rabbi, and every Sunday by a Protestant and a Catholic clergyman.

Directly above the chapel is a room similar in design and dimensions which is used for the detention of witnesses. This room is said to be on the third floor, but in reality it is on the sixth, because the distance between the first and sixth floors is occupied by the five-tier section and is separated from the hallway and elevator shaft by a solid brick wall. The witness room is usually occupied by male prisoners. In the event of the female section on the ground floor becoming overcrowded, the male witnesses are transferred from this room into the jail proper.

The three-tier section was originally intended for female prisoners, but, owing to the large population of the jail, it has been necessary to use both sections for the detention of male prisoners.

The three tier section is identical in design with the five-tier section and is separated from the same by a concrete floor which extends from side to side. The dimensions of the cells and the

corridors are also the same. The total number of cells is fifteen—five cells on a tier.

There are two large windows in the side wall and one small window. The windows are 10 feet high and serve only to transmit light to the first and second tiers.

The third tier faces a blank side wall, necessitating the burning of electric light both day and night. This poor plan of construction, together with the limited amount of ventilation and exercise space, makes it hard on those confined in this tier.

In the basement, directly beneath the warden's office, is a large, well-constructed and well-equipped kitchen. This kitchen is 10 feet or 12 feet below the level of the street and receives no light from the outside. The two windows open into a space covered at the top, on a level with the street, by a grating. The dimensions of the kitchen are 37 feet by 17 feet 7 inches. The equipment consists of a large-sized stationary range and a good supply of cooking utensils.

The laundry is directly beneath the section on the ground floor occupied by the women and suffers the same unfortunate condition with respect to light and ventilation as the kitchen. The dimensions of the laundry are 35 feet by 14 feet.

The floors in both the kitchen and the laundry are of stone. The side walls of both rooms are partly of tile and brick.

The laundry equipment consists of six small, porcelain washtubs, a steel steam dryer and two stationary ironing-boards. The stationary washtubs are equipped with pipes through which steam is forced for the purpose of boiling the wash.

This structure is not particularly desirable as a county jail, and, even now, is not adequate for the needs of the county. The structure throughout is fireproof, and on the different tiers, in the two main sections of the jail, there are hose connections.

The most pronounced undesirable features of the jail are as follows:

1. The absence of proper accommodations for female prisoners.
2. The lack of adequate bathing facilities. It is not practicable to bring prisoners from the first and third floor sections to the ground floor for the purpose of bathing. In order to do this it is necessary to bring one at a time, and it would also necessitate the time of one keeper to watch the men while bathing.
3. The fact that twelve cells were not fit (April, 1914) for use brought about a deplorable condition. It necessitated

the doubling-up of prisoners in cells which are designed to accommodate only one man with respect to sleeping accommodations. Under these conditions the prisoners took turns at sleeping on the stone floor.

4. The mixing of different classes of prisoners in the same cell is particularly undesirable.

5. There are no separate quarters for juveniles. The best plan that could be adopted with the present structure would be to assign all the juvenile prisoners to one tier. This, however, will not prevent communication between adult and juvenile prisoners.

6. Under the present system, visitors, both male and female, after a quick search, are permitted to go direct to the cell of the prisoner whom they wish to visit. If it were possible to station a guard on each tier, this plan would not be altogether undesirable, but with an inadequate number of guards it is a menace.

At the time of the second inspection the general plan of the institution was studied; the inexperienced officials were advised. Condition of cleanliness at time of this inspection were very unsatisfactory. Fourth inspection, cleanliness improved, also some of the physical defects.

#### RECOMMENDATIONS MADE.

- I. That the plumbing work in the cells which are now unfit for use be put in a satisfactory condition.
2. That an adequate bathing equipment be installed in or near the three and five-tier sections. The prisoners should be compelled to bathe at least once a week.
3. That the county laws relative to the separation and classification of prisoners be as strictly observed as the number of cells and the construction of the jail will permit.
4. One tier should be reserved for juvenile prisoners. It is a direct violation of Section 92, Chapter 16, of the Laws of 1909, to keep an adult and a minor prisoner in the same cell. It is quite important that this law be observed as far as the construction of the jail will permit.
5. It is extremely inadvisable to permit visitors to go direct to the cells and remain there without being under the direct supervision of a keeper. Even with careful searching it is quite possible for contraband goods to reach the prisoner as long as this practice is permitted.

6. Each bed should be supplied with a mattress.

7. An institution of the size of this jail should be equipped with a fumigating apparatus for the purpose of cleaning the clothes of the prisoners. With an inadequate bathing equipment and the lack of proper means of cleansing the clothes of the prisoners, the jail will soon become overrun with vermin.

8. Because of the many scattered sections of this jail, it is quite difficult to exercise proper supervision with a small staff. It is urged that the number of keepers be increased in order that the actual needs can be met. When men are compelled to work long hours at this particular kind of work, the monotony of it usually results in inefficiency.

9. The county authorities should enable the sheriff to carry out his scheme of transforming the space on the roof into an open-air exercise court.

10. The overcrowded condition and the inadequate facilities for proper separation of the prisoners should not be forgotten by the county authorities. This sad condition is one of the greatest evils existing in our penal institutions. There should be a separate place of detention for magistrates' court prisoners and prisoners held for special sessions.

#### PROGRESS MADE DURING THE YEAR.

- I. Better condition of cleanliness.
- II. Separation of juveniles from adults more satisfactory.
- III. Repair of all broken toilets, thereby permitting use of every cell.
- IV. Rubbish can and broom in each cell.
- V. Additional beds in cells. Doubling-up is undesirable, but if the inadequate number of cells makes doubling-up necessary, a bed for each occupant should be available.
- VI. Increase in number of the staff.
- VII. Segregation of prisoners known to use drugs.
- VIII. Prisoners allowed more time in corridors outside of cells.
- IX. Closer supervision of visitors.
- X. The Bronx grand jury for the October term of 1914 reported to Judge Brady, urging that better prison facilities be provided for The Bronx.

## CATTARAUGUS COUNTY JAIL, LITTLE VALLEY.

Inspected —	By —	Population.				Total.
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	
May 18, 1914	E. R. Cass.....	23	1	0	0	24

The capacity of the jail is as follows:

Adult males.....	24 cells
Adult females.....	5 "
Minor males.....	8 "
Minor females.....	5 "

The sheriff of the county is J. C. Dempsey who is assisted by an undersheriff and a matron.

The jail is a modernly constructed, three-story fireproof building. The cellblock is of steel and the cells are arranged back to back, separated by a utility corridor. Each cell is equipped with two iron-hinged beds, a water-closet in the niche and a set washbasin. The bedding consists of a mattress, blanket, sheets and pillow case.

At the time of the above inspection the cleanliness and tidiness of the jail was not satisfactory.

## RECOMMENDATIONS.

1. Prisoners awaiting the action of the grand jury should be given some opportunity for outdoor exercise.

2. There should be some definite means of employment for convicted prisoners. This can be had on a county jail farm or on the highways.

3. The unfortunate toilet conditions can be remedied by covering the ironwork, which surrounds the top of the toilet bowl and forms the base of the niche, with a layer of cement. The cement can be so laid that it will pitch toward the opening of the bowl and thereby permit proper drainage.

4. The entire interior of the jail, especially the ironwork, should be painted a bright and serviceable color.

5. The inadequacy of the water pressure should be remedied.

6. A new type of gas range should be installed in the kitchen. The present range burns entirely too much gas and is so constructed that it is often very inconvenient when small pots, etc., are in use.

7. A fumigating apparatus should be installed for the purpose of fumigating the clothes of the prisoners when they are admitted to the jail. Under the present system it is very difficult, if not impossible, to keep the jail free from vermin, because there is no way of getting the vermin out of the clothes of prisoners without totally destroying the clothes, and, in the absence of a necessary supply of overalls and jumpers, this plan is not feasible.

## PROGRESS MADE DURING THE YEAR.

I. The jail is now supplied with gas, both for lighting and heating.

## CAYUGA COUNTY JAIL, AUBURN.

Inspected —	By —	Population.				Total.
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	
Mar. 12, 1914	E. R. Cass.....	17	0	0	0	17
May 15, 1914	E. R. Cass.....	7	0	0	0	7
Dec. 15, 1914	E. R. Cass.....	20	0	0	0	20

The capacity of the jail is as follows:

Adult males.....	36 cells
Minor males.....	4 "
Adult and minor females together.....	6 "

There are only three meetings of the grand jury each year.

The sheriff is S. L. Depew. He is assisted by two jailers, and a matron is employed when female prisoners are detained.

This jail consists of two parts. One is decidedly antiquated; the side walls of this are of stone and have no windows. Air is admitted into the cellar through small windows, and both air and light are admitted through a skylight on the roof. Cells are arranged on the cage plan, two tiers high. They are of old design and are equipped with an iron-hinged bed, a set washbasin and a water-closet. The doors of the cells are of iron lattice work, thus preventing the possibility of some light entering the interior of the cells. This part of the jail is the only place where prisoners can be safely detained. It is not always possible to separate the prisoners detained here as the county law requires. Young and old, first offenders and hardened criminals, are huddled together. Other parts are known as the juvenile, female, condemned, and "trusties'" sections. These



are situated in the same part as the sheriff's residence. Each floor on which the sections are located is accessible by a wooden stairway. The fact that the interior of the structure in which these parts are located is of wood makes a serious condition in the event of fire. Furthermore, the sections are so scattered that supervision and speedy access is difficult. Except for the cells in the female department, light and air are insufficient.

A decided improvement in the general condition of cleanliness was noticeable at the time of the inspection of March 12, 1914. Condition of cleanliness very unsatisfactory at inspection of May 15, 1914. Inspection of December 15, 1914, a much improved condition as compared with that of May 15, 1914.

#### RECOMMENDATIONS.

1. Directly after breakfast, the jailer should make the prisoners clean up the jail floor and cells and arrange their bedding.

2. It is urgently recommended that the members of the Board of Supervisors realize that the Cayuga County Jail is almost in a class by itself as compared with the majority of jails throughout the State, and is a particularly undesirable structure from a standpoint of safety, health and moral betterment. A prison or jail, or any place of detention, should by no means serve as a means of breaking the health of the prisoner, regardless of his or her character. In the event of fire or some other catastrophe, county authorities might find themselves in a position of serious responsibility. If the present structure is to be retained, it is urgently recommended that the plan of putting an iron partition, or any kind of partition, in the central corridor be abandoned. The only sensible scheme is to rearrange the cells, placing them back to back, and install windows in the side walls. These windows will permit light and air to enter and at the same time allow the absolutely necessary partitions to be constructed at the ends and over the cellblock. The section in the sheriff's quarters should be made fireproof, and by all means a fireproof stairway should be constructed from floor to floor. With a jail built on such a scattered plan as this one is, it is a question whether the jailer would know which section to run to first when need demanded. The cells which are known as the condemned cells are almost totally dark and ill ventilated and should be removed.

3. An additional meeting of the grand jury should be held during the year in order to reduce the hardship and injustice which is wrought upon those unfortunate enough to be detained in the jail.

4. It is impossible to expect men to reform or be inspired for better living when they are permitted to spend days and months at a time in deplorable idleness. It is to the interest of the county that a man should come out of the jail better, morally and physically, than when he was admitted. It is unfair to expect this with the present system. Men, particularly drunkards, are received at the jail at regular periods. They are aware of the idleness of the jail and are also attracted by a system which results in nothing more than deterioration. The county authorities are always anxious to reduce the expenditures, but at the same time are willing to bear the expense of housing unprincipled men for months at a time, instead of spending a reasonable amount for the purpose of establishing some means which will inspire these men to a better life and discourage the laziness and other undesirable traits.

5. Every jail should have reception quarters in which unclean and untidy prisoners can be kept for a day or two to give them a chance to clean and sober up before they are assigned to the jail proper. It is important that a jail should have booths which will permit a prisoner to interview his attorney or friends without coming directly into contact with them.

6. Prisoners should receive three meals a day.

#### PROGRESS MADE DURING THE YEAR.

I. Cage and cells repainted, also the laundry and basement.

II. Screens placed on the windows of the female department. This is not entirely satisfactory, because the inmates can get very close to the screens.

III. An assistant jailer was appointed. Recommended subsequent to inspection of August 22, 1913.

IV. Prison Commission appeared against the Board of Supervisors of the county, before Supreme Court Justice Rich, to make mandatory the construction of a new jail. The decision of the court was against the Commission. An appeal will be taken and the report of the Prison Associa-

tion subsequent to the inspection of March 12th will be presented as documentary evidence.

V. New and a better type of mattresses have been installed.

VI. A bathtub has been placed on the main floor of the jail proper.

#### CHAUTAQUA COUNTY JAIL, MAYVILLE.

Inspected — By — Population.  
July 27, 1914 E. R. Cass..... Adult males, 25; adult females, 2; minor, 1;  
total, 28

The capacity of the jail is as follows:

Adult males.....	28 cells
Adult females.....	1 room
Minor males.....	2 cells
Minor females.....	Together with adult females

The jail is under the supervision of the sheriff, G. A. Anderson, who is assisted by a jailer and a matron.

There are three meetings of the grand jury each year.

The jail is a two-story brick structure built onto the sheriff's quarters. Each floor is divided into two parts. The juvenile and female quarters are located in a small wing, off to one side of the jail proper. The building is heated by steam, lighted by electricity, and can be well ventilated. The cells are arranged on the cage plan, that is, the front of the same faces the central corridor, known as the pit, and the rear of the cells faces the side walls of the building, and are separated from the same by a corridor. There are hinged beds in each cell. The bedding consists of mattress, sheet, pillow case and blankets. There are also a water-closet and a set wash-basin with running water connection in each cell. There are shower-baths available for bathing.

The juvenile section, which consists only of two cells, is seldom used; first, because of the poor style of locks, and, secondly, because of its close proximity to the female section.

The female section, which consists only of one room, does not afford opportunity for classification and separation.

At the time of the inspection the cleanliness of the jail was entirely satisfactory.

#### RECOMMENDATIONS MADE.

I. There are two possibilities for employing sentenced prisoners in this jail. The small garden can be steadily

developed so that in time a jail farm can be had. As far as employing the prisoners on the county poorhouse farm is concerned, it is a good plan, both for the county and the prisoners. Prisoners, however, should not come in contact with the inmates of the county farm. Its further development is urged.

2. A salaried matron should be employed, preferably on a regular monthly basis. The keys of the female section should only be in the possession of the sheriff and matron, and at no time should male persons enter the female department unaccompanied by the matron.

#### PROGRESS MADE DURING THE YEAR.

1. The county has purchased a new residence for the sheriff very near the jail. The rooms formerly occupied by the sheriff are to be transformed into female, hospital, juvenile and civil quarters. This improvement was much needed and the action of the board is highly commendable.

II. A new Rudd water heater has been installed. This will make hot water available in all parts of the jail practically all the time.

#### CHEMUNG COUNTY JAIL, ELMIRA.

Inspected —	By —	Population.				
		Male.		Female.		Total.
		Adult.	Minor.	Adult.	Minor.	
Mar. 17, 1914	E. R. Cass.....	35	0	2	0	37
May 19, 1914	E. R. Cass.....	34	0	0	0	34
Nov. 11, 1914	Philip Klein.....	24	1	2	0	27

The capacity of the jail is as follows:

Adult males.....	22 cells
Adult females (also used by juvenile females).....	2 rooms
Juvenile males.....	5 cells
Tramp room.....	5 beds

The jail is under the supervision of Sheriff Christopher Biggs, who is assisted by a turnkey, W. J. Burke, and a matron. There is also a keeper whose duties are confined principally to the stone shed. Unfortunately, the turnkey must be on duty night and day, and, therefore, even with his best efforts, the best of efficiency cannot be expected.

The bedding consists of mattress, sheets and pillow cases.

The building is a stone structure, about 40 years old, located on the county grounds and in close proximity to the morgue. The jail consists of many parts, somewhat scattered, but all under the same roof. The main part, known as the pit section, occupies the central part of the building from the ground floor to the roof and the other parts are distributed around this.

On each side of the lower tier of the pit section there are five cells of the stone-vault type. Each is equipped with a water-closet and washbasin. On the upper tier of the south side of the same section there are four cells and a bath. There is no upper tier on the south side. This pit section, with its old type of cell construction and antiquated plumbing equipment, usually carries the greatest percentage of the jail population, not considering night lodgers who use the tramp room.

The other parts of the jail are the juvenile female quarters, hospital, grand jury cells, cells for civil prisoners, exercise room for grand jury prisoners, and the tramp room. The criticism against the tramp room is not so much against the room itself, as the practice of permitting 25 or 30 men to occupy the room, which is only equipped with five beds.

The non-fireproof structure, with its scattered sections, makes a serious fire danger and also makes it difficult for frequent and close supervision. Furthermore, with the responsibility in the hands of only one man, the jailer, the situation is rendered still more serious.

Built up against the north side wall of the jail is the stone shed. The number of prisoners employed here varies.

The prisoners serving sentence are not compelled to work on the stone pile, but those who work receive three meals and those who do not work receive two. All convicted prisoners should work.

At the time of the inspection on March 17th, the cleanliness of the cells in the pit section was not satisfactory, while the cleanliness of the other sections was satisfactory. At the time of the inspections on May 19th and on November 11th, the condition of cleanliness was, on the whole, very satisfactory.

#### RECOMMENDATIONS.

1. It is strongly urged that the County Board of Supervisors remove the blemish from Chemung County by the construction of a new jail which will provide healthful, fireproof and safe living quarters for the prisoners. It is

also essential that the jail be built along lines which will make central supervision possible and permit the handling of prisoners in an intelligent manner. The present housing conditions, especially in the central or pit section of the jail, tend to demoralize the prisoner during his stay. Demoralization should not be the result of any prisoner's stay in the jail, because one of the functions of the jail is that it should serve as a correctional agent.

2. The water-closets and the bath in the pit are of an antiquated type and are also in an unsanitary condition. They should be replaced by a more modern type. Strict attention should be given to the cleanliness of the cells in the pit section.

3. The tramp room should be supplied with a greatly increased number of beds. Iron cot beds with canvas bottoms, which can be removed at intervals, are highly desirable for this purpose. These beds are usually made of iron pipe and take up little space, but furnish comfortable sleeping accommodations for one prisoner.

4. Fire extinguishers should be installed in the jail.

5. Officers of the jail should be paid from a separate fund and not from the salary of the sheriff. Their number should be increased to three and their salaries increased in order to obtain the highest efficiency.

6. A daily record should be kept of the number of prisoners in the jail, classified as to whether they are serving time, awaiting trial, witnesses, awaiting transfer, etc. With the present record, it is extremely difficult to determine even the daily total, and almost impossible to determine the average number of prisoners serving sentence, although such information is of great importance, especially in providing a plan of employment. This also suggests that a card index be kept of the prisoners in the jail.

7. Clean blankets, sheets and pillow cases should be given to every prisoner admitted, at the time of his admission, and should be removed from his cell when he is discharged, not to be used again until after they have been laundered. At present, blankets are laundered only four to six times a year. Under the proposed plan they would be washed as often as the man using them is discharged. The laundry and working force of the jail is capable of taking care of a good deal more work than is at present

performed. We would also suggest that mattress slips be used. The jail should take every precaution against the infection of healthful prisoners and not use bedding that has been used by others.

8. Individual towels should be supplied to prisoners. It is the greatest danger to prisoners and to the community as a whole to continue the present system of supplying one towel to a department, in some cases one towel to dozens of men.

9. Three meals per day should be given to all prisoners, regardless of whether they are serving time or are awaiting trial. Similarly, three meals should be served on Sundays as well.

10. Upon the employment of an additional guard or keeper, there should be designated a reception room from which prisoners would be assigned to their regular places in the jail, after a thorough cleaning and examination by the jail officer. All prisoners should have their clothing removed at the time of their admission. Such clothing should be fumigated in a fumigator to be supplied by the county. Good, uniform clothing should be supplied to them during their stay in the prison.

At the time of the November inspection, the possibilities for the employment of the inmates of the jail were studied, and the following plans were submitted to the board of supervisors for their consideration:

#### PLAN OF EMPLOYMENT.

1. The form of labor best suited for the rehabilitation of prisoners is outdoor labor, rather than indoor industries. From a standpoint of the disposition of their labor, as well as for the general benefit of the community, the forms of outdoor labor applicable to jail prisoners are also best suited for the community interests.

Prisoners could best be employed on farm labor, on building roads and on stone-crushing. Farm labor and road building are occupations for the spring, summer and early fall. During the winter, stone-crushing is the best form of employment.

(a) Farm labor may be undertaken either on a jail farm — which does not exist in Chemung County — or else on the

county poor farm. The poor farm of Chemung County is composed of 305 acres, of which a comparatively small part only is tillable at present.

According to the reports of the State Board of Charities, the average number of inmates at the poor farm during 1913 has been 124. As a general thing, not more than ten per cent of the inmates are capable of working on the fields, and that only for a few hours a day, so that the labor available for the tilling of the land on the poor farm, and especially for its improvement so as to make more of the land tillable, is very small. This plan does not mean that the almshouse inmates would have to come in contact with the jail prisoners. Where prisoners are working on poor farms at present they are kept separate from the inmates. In fact, caution must be observed in carrying out this plan that such contact shall not take place.

What better plan is there for the poorhouse farm than to obtain the labor of the jail prisoners for the spring, summer and early fall, for the cultivation and improvement of the farm? Its distance from the jail is not prohibitive and the guarding of the prisoners has been found, in the cases where such labor has been developed heretofore, to be a slight problem. For example, Tioga and St. Lawrence Counties particularly have found this end of the plan to give them very little, if any, trouble. Escapes are few.

(b) As an alternative for farm labor, and perhaps even better for jail prisoners, is the plan of working them on the town highways. There are some 808 miles of unimproved town highways in Chemung County. For road work proper on these town highways, there was expended during 1913, \$42,655.33, or about \$48.59 per mile. Needless to say, this is but a drop in the bucket. Eighty per cent of such expenditure goes for labor. Therefore, obtaining the free labor of jail prisoners on such town highways would be the greatest possible aid to good-road work.

According to plans evolved in other counties, the towns upon whose highways prisoners are employed pay either all or part of the maintenance of such prisoners, and also the guarding and transportation expenses, and receive in return the very much more valuable labor of the prisoners.

The benefit to the county is obvious. The county is able to have its prisoners at work, saves on their maintenance

and guarding expenditure, and gets, indirectly, the benefit of better town highways. This, or similar work, has been undertaken before by other counties, such, for example, as Tioga, Onondaga and Schenectady, not to mention the State prisoners employed in such counties as Saratoga, Cayuga, Greene and others.

Section 70 of the Highway Law definitely provides for the possibilities of this labor, as follows:

"After satisfying himself that proper quarters can be secured, the town superintendent may, with the consent of the town board, request the supervisor of the town, under the provisions of section ninety-three of the county law, to procure the services of prisoners serving sentence in the county jail, for general work upon the public highways of the town."

(c) Both the above forms of labor must practically be discontinued during the winter when the population is larger, and, therefore, occupation most necessary. A good deal of stone is used on the various kinds of highways, town, county and State, that are built in the counties during the year. Stone-crushing can be carried on through the winter. We propose, therefore, that the county purchase or lease a quarry located conveniently to the jail and the railroads, and that prisoners be worked in the quarry under the supervision of the sheriff and the county superintendent of highways, and that the stone thus quarried be utilized for road work. The county superintendent of highways would probably be best situated for organizing the work at such a quarry.

#### PROGRESS MADE DURING THE YEAR.

1. Fire extinguishers have been installed, but not in sufficient quantity. See recommendation No. 4.

2. The Board of Supervisors have appointed a committee to study the labor possibilities as suggested by the plans submitted in the report of November 11th. It has been voted to experiment with jail labor on the county farm and to arrange for the purchase or leasing of a quarry.

### CHENANGO COUNTY JAIL, NORWICH.

Inspected —	By —	Population.
Feb. 10, 1914	E. R. Cass.....	7 adult males.

The capacity of the jail is as follows:

Adult males.....	8 cells
Juvenile males.....	4 cells
Adult females.....	4 cells
Minor females.....	With adult females.

The sheriff of the county is C. S. Holcomb. He is assisted by a jailer and a matron.

The jail is a modern two-story fireproof structure built onto the sheriff's residence.

On the first floor there is a steel cellblock, with a dividing corridor running the full length of the cellblock between the backs of the cells. On the second floor the construction is similar to that of the first floor, except that the part which corresponds with the part used as a chapel on the first floor is divided into two parts; one is the hospital and the other is for prisoners who are intoxicated or who need cleaning up.

One side of the second floor is used for juveniles and the other for female prisoners. Each cell is equipped with two iron-hinged beds, set washbasin, with running water connection, and water-closet in the niche. The bedding consists of, for men, mattress and blankets, and for women, the same, with the addition of sheets and pillow cases.

Although the jail was only constructed in 1902, in planning the location of the structure, the importance of having plenty of light and air was overlooked. The south side is dark, because it is built very close to the county clerk's office building and separated from the same by a small alley. There seems to have been plenty of available space on which to construct the jail in a better location, thus avoiding the sad condition which now exists.

The sheriff strongly believes that it is better for the men to be employed at some kind of work than to be idling away the long hours of the day. During the year, prison labor has been used extensively in renovating and repairing the courthouse. The only outside labor necessary to carry on this work was done by plumbers. The extent of the work in the courthouse, which consisted of painting and repairing, cost the county only \$193.70 for material. For the jail the sum of \$177.81 has been charged to the county for repair work in the barn, sheriff's residence and other work. In the past it has

cost about \$1,000 per year for the upkeep of the jail and courthouse. It is quite evident, then, that the value of the jail prisoner's labor has contributed to some extent to the cost of maintenance.

A satisfactory condition of cleanliness prevailed at the time of the inspection.

#### RECOMMENDATIONS.

1. A padded cell should be installed in every jail. A cell of this kind not only protects the prisoners from their own violence, but also protects the employees of the jail from unwarranted suspicions of brutality.

2. The plan of employing the prisoners should be steadily developed. The experiment of St. Lawrence County, which is now looked upon as a success, should be taken as a criterion for the other counties, relative to establishing a jail farm. Two years ago, officials of that county purchased a 60-acre farm at \$40 an acre. The value of the farm product for each of the first two years, together with the improved condition of the land and the value of the construction work done by the prisoners, has practically made the farm pay for itself. Furthermore, the per capita cost of maintenance per week has been reduced from \$1.46 to \$1.27, in the last year, and there has also been a decrease in the population.

#### COLUMBIA COUNTY JAIL, HUDSON.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
July 15, 1914	E. R. Cass and Philip Klein.....	17	1	0	0	18
Nov. 23, 1914	Philip Klein.....	15	0	1	0	16

The capacity of the jail is as follows:

Adult males.....	10 cells
Tramps.....	2 rooms
Adult females.....	12 cells
Minor females.....	With adult females.
Juvenile males.....	4 cells

The sheriff of the county is Robert Storm. He is assisted in the jail by a jailer and several deputies. There is no matron.

The jail is a small two-story brick structure built onto the rear of the courthouse. In the main part of the first floor there is a steel cage. The cells of the cage are equipped with two iron-hinged beds, a washstand and a toilet. The bedding consists of mattress and blankets. Bathing accommodations are in the last cell of the series. There are also on this floor two tramp rooms and in the rear a room for civil prisoners. On the second floor, in the same location as on the first, there is a similar cage. There, also, are the female cells, juvenile cells, the hospital room and another civil prisoner room. These different sections are scattered and separated by corridors. The jail is heated by steam and lighted by electricity and can be considered relatively fireproof. The general plumbing is in poor condition and also poor in appearance. The limited accommodations do not always permit proper separation and classification of prisoners. The close confinement made necessary by the small floor area, and the usual congestion in each section, works hardship on those detained for long periods.

At the time of the inspection of July 15th a decidedly unsatisfactory condition of cleanliness prevailed. Accumulations of dirt were behind the bowls of the toilets in the bathroom of the juvenile department and in the recess behind the section used for prisoners serving sentence. In the juvenile department, especially in the section behind the cells, remnants of bread and empty whiskey bottles were found. Bread was also scattered about in the various sections on each floor. The buckets which are used in the grand jury section were unclean. Fresh bedding is not supplied to a prisoner upon admission. The beds are not even made up after a prisoner is discharged from the jail. This was especially noticeable in the female department. The bedding throughout the jail was in a badly worn and dirty condition.

At the time of the inspection of November 23d, the general cleanliness of the jail was somewhat improved.

#### RECOMMENDATIONS MADE.

1. The filth in the various parts of the jail must be cleaned up. The county should adopt a standard that will be a credit and not a blemish to the community. No recommendation compares, in importance, with this requirement for cleanliness.

2. The mattresses used at present should be destroyed. New bedding should be installed after a thorough cleaning of the jail. Prisoners serving sentence can be utilized for cleaning.

3. A new coat of bright colored paint should be applied throughout the jail.

4. Some disinfectant, such as lime, should be used in the buckets, if it is still necessary to have them, and then they should be aired daily.

5. The old, antiquated type of toilets should be replaced by a modern type of porcelain toilet without a wooden seat.

6. Clean bedding should be supplied for every newly admitted prisoner.

7. A satisfactory laundry equipment should be installed.

8. The county should have a supply of clothing on hand to give prisoners when necessary.

9. A matron should be employed to assure proper treatment of women prisoners and to avoid placing the officers of the jail in a possible embarrassing position.

10. The jail should not be used as a town lockup. The city of Hudson should fall in line with most of the other communities and have a lockup of its own.

11. All prisoners should receive three meals a day and the cooking should be done by a regular employee, not by the jailer, and in the more appropriate part of the cellar. Two meals a day are quite inadequate.

12. Prisoners should be given outdoor exercise. For this purpose a large space of ground adjacent to the jail should be walled in and used, as has been urged in previous recommendations.

13. Care should be taken that no prisoners are kept in the tramp room for more than a day, because it is almost brutal to ask a man, especially an aged man, to sleep on the hard wooden benches more than one night. One such case was found at the time of the inspection of July 15, 1914.

14. At the time of the inspection of November 23d, special attention was given to studying the possibilities of employing the prisoners serving sentence. The following plans were submitted to the Board of Supervisors for consideration.

Section 93 of the county law reads as follows:

" . . . Such keeper may, with the consent of the board of supervisors of the county . . . cause such of the convicts under his charge as are capable of hard labor to be employed outside of the jail or in the same. . . . And the boards of supervisors of the several counties are author-

ized to employ convicts under sentence to confinement in the county jails, in building and repairing the penal institutions of the county, and in building and repairing the highways of their respective counties, or in preparing the materials for such highways, for sale to and for the use of such counties or towns, villages or cities therein. . . ."

Columbia County has 1,291.16 miles of unimproved town highways within its limits and the amount for their improvement available in the year 1913 was only \$74,861.27, or less than \$58 per mile for the town highway work proper. The proper expenditure of even this small amount is hampered by the lack of labor at the right time.

We propose, therefore, the following plan:

First: That no prisoners be sent to the Albany Penitentiary, but that all be retained at the county jail, thus saving the amount expended for their board at the said penitentiary.

Second: That during the spring, summer and early fall, all such prisoners be employed on improving the town highways in the county, in accordance with Section 70 of the Highway Law, which reads as follows:

"After satisfying himself that proper quarters can be secured, the town superintendent may, with the consent of the town board, request the supervisors of the town, under the provisions of section 93 of the county law, to procure the services of prisoners serving sentence in the county jail, for general work upon the public highways of the town."

Third: That during the winter, when work on the highways is impossible, the prisoners be employed in crushing stone. For this purpose the county should locate a quarry, set up stone-crushers, and work all its available prisoners at full time. It will be found, as the experience of Onondaga County shows conclusively, that not only will all the stone thus crushed be marketable, but that in fact the county will not be able to supply all the stone needed on its town and county highways, even with the greatest effort; so that an efficient market for the crushed stone will be available without effort on the part of the county authorities.

Fourth: In order to secure the proper working of this

plan, it is suggested that it be organized and conducted by the county superintendent of highways in Columbia County, Mr. Lester J. Bashford, Hollowville, N. Y. Applications of towns for the labor of prisoners in accordance with Section 70 of the Highway Law, above quoted, should be organized and solicited by him.

A quarry for crushing stone in accordance with the above plan should be located and managed by the county superintendent of highways and the stone marketed by him. He may have to lease, or buy, a quarry and machinery for this purpose. Section ninety-three of the County Highway Law, above quoted, authorizes the board of supervisors to provide money for that purpose.

It is suggested that the county superintendent of highways be requested and directed by the board to make necessary arrangements both for the highway work and the stone-crushing and that the judge and justices in the county be requested to discontinue sending prisoners to the Albany County Penitentiary, and to retain them in the county jail to be employed as per the above plan.

The county may be assured of the full sanction and cooperation of the State Highway Department in these efforts.

The plan here proposed is not a new one. It has been successfully in operation in Onondaga County under County Superintendent of Highways Frank E. Bogardus. In fact, we suggest that your honorable board direct your county superintendent of highways to visit Mr. Bogardus and consult with him in this work. Similar work has been done to a limited extent in Tioga County, has been arranged for in Montgomery County, and will be undertaken by a number of the other counties in the near future. This, in addition to a considerable amount of road work done by prisoners of the State prisons in Greene, Saratoga, Clinton, Cayuga and other counties. We should be glad to offer our services for working out the details of the above plan.

#### PROGRESS MADE DURING THE YEAR.

1. At the time of the last inspection a better condition of cleanliness prevailed.

2. Plans have been filed for the enlargement of the present jail and provisions are to be made so as to have a separate section as a town lockup.

#### CORTLAND COUNTY JAIL, CORTLAND.

Inspected —		By —		Population.				
				Male.		Female.		Total.
		Adult.	Minor.	Adult.	Minor.			
Feb. 11, 1914	E. R. Cass	2	0	0	3	5		
May 14, 1914	E. R. Cass	5	1	0	1	7		

The capacity of the jail is as follows:

Adult males	10 cells
Adult females	3 rooms
Juvenile males	3 rooms
Juvenile females	3 rooms

The sheriff of the county is R. E. Wright.

The jail and courthouse are practically under the same roof. The structure is not fireproof. The jail is small, antiquated in design, and not suitably arranged so as to permit proper classification and separation of the prisoners. This is particularly true of the second floor, where it is necessary at times to keep adult females, minor females and juvenile males in close proximity. That is, with only thin walls between, and with communication very easy. Furthermore, the only bathing facilities for the whole jail are on this floor.

The cells on the lower floor are of the stone vault-like type and are equipped with iron cot beds. The bedding consists of mattress, blanket, sheets and pillow cases. The water-closets on the first and second floors are of an old type and are in a badly worn condition. The same applies to the bathing facilities and the wash-bowls. The working of the sewer system is frequently unsatisfactory. The danger of the old non-fireproof building is added to by a very old brick boiler in the basement. This boiler has been in service 25 or 30 years. It was said that this boiler has already been condemned several times.

At the time of the inspection of February 11th, there was a decided improvement in the cleanliness of both the first and second floors, as compared with the conditions found at the time of the last inspection of the previous year.

The physical conditions remain about the same.

On May 14th the cleanliness throughout the jail was satisfactory. A small boy, a few months over sixteen, and awaiting transfer to Industry, was in the room reserved for juveniles. He was lying comfortably on a cot bed, fully dressed, and busily engaged in smoking cigarettes. His supply of cigarette papers and tobacco was quite



plentiful. A young girl detained at the time was employed in the kitchen. The other prisoners were assisting the jailer in doing chores about the jail.

#### RECOMMENDATIONS MADE.

1. Cortland County should have a new jail. The inadequate facilities for properly separating prisoners, not only according to the nature of their detention, but also according to sex, age and disease, bring about a deplorable condition, and should not be tolerated. This jail is one of the distinctly bad ones, from a physical standpoint, in the State, and the county authorities should quickly decide upon a site and build a new jail which will provide adequate facilities for handling the prisoners intelligently.

2. In conjunction with the new jail there should be some definite provisions made for employing the prisoners at hard work. The present jail system is an agreeable invitation to men of little or no principle. No body of broad-minded men, who represent the interests of the county, should be willing to permit such an unintelligent system to exist, especially in view of the fact that under Section 93 of the County Law they are authorized to establish some kind of employment for the inmates of the jail. Men who get to the point where law-breaking is part of their daily business have not the slightest fear of going to jail. Possibly the present system is solely responsible for this, but, however, this should and must be discouraged in order to mete out justice both to the taxpayer and to the offender.

3. Very young prisoners should not be permitted to indulge freely in the use of cigarettes.

4. There should be at least one more session of the grand jury during the year. With only two sessions, much hardship and injustice is worked out. Furthermore, with the poor equipment and arrangement of the jail, the serious condition brought about by the few meetings during the year is greatly aggravated.

#### PROGRESS MADE DURING THE YEAR.

1. The spacing between the ceiling of the first floor and the flooring of the second has been cleaned of all rubbish and the trap-door opening into the space has been nailed

down. In the report of September 3, 1913, it was pointed out that the inmates on the second floor would remove the trap-door and sweep the dirt and rubbish into this opening. After a time, much dirt and rubbish accumulated. It was then recommended that the opening be cleaned and the door fastened.

2. Sheets and pillow cases have been added to the bedding equipment. This was also recommended in the last report of the previous year.

3. The toilet equipment has been repaired and painted. Recommendation No. 3, last inspection of previous year.

4. Paper roller towels have been installed.

5. The cell doors in the male section have been painted black. The cells have been water-painted and the pipes and toilets painted with aluminum. In the recommendations of the last report of the previous year the need of painting was pointed out and the use of whitewash condemned.

6. A decided improvement in the general cleanliness prevailed at the time of both inspections of this year.

7. The Board of Supervisors have voted to have a new boiler placed in the basement to replace the one which was severely criticised in several reports.

8. There has been some agitation on the part of the Board of Supervisors relative to the purchase of a new jail site. There are three sites available and up to the last report a site has not been definitely decided upon.

#### CLINTON COUNTY JAIL, PLATTSBURG.

Inspected —	By —	Population.				Total.
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	
Feb. 16, 1914	E. R. Cass	7	2	2	0	11
Sept. 24, 1914	E. R. Cass	22	3	1	0	26
Nov. 10, 1914	E. R. Cass	19	2	1	0	22

The capacity of the jail is as follows:

Adult males	12 cells
Adult females (also used by juvenile females)	2 rooms
Juvenile males	3 cells

The jail is under the supervision of Sheriff J. M. Moore who receives a regular salary and is assisted by a jailer, a janitor and a matron.

The jail is a small two-story brick structure built onto the rear of the courthouse. The first floor is generally the only one used. The second is not always used, because the equipment is such that prisoners cannot be safely detained. The average daily population is approximately thirty. With the present arrangement and number of cells, it is practically impossible to meet the requirements of the county law relative to the classification and separation of prisoners. Furthermore, the conditions are aggravated by the unsanitary toilets and washbowls and the broken-down plumbing.

The bedding for females consists of mattress, blankets, sheets and pillow cases, and for men consists of mattress and blankets.

The rooms for the female prisoners, located in the courthouse proper, are accessible by a wooden stairway. In the event of fire it is a question whether the female prisoners could be speedily released.

At the time of the inspection of February 16th the bedding in the cells was in a very unsatisfactory condition, although the sheriff said that it was washed weekly. The cells in the far end of the cage on the first floor contained large pieces of paper and sweepings from the floor. The toilets were in a bad condition as usual.

At the time of the inspection of September 24th the condition of cleanliness was decidedly unsatisfactory. In the rear cell on the south side of the cage, ground floor, the contents of a large refuse barrel were strewn about. The odor arising from this large pile of rubbish was extremely obnoxious. The floor of the cell directly opposite was covered with cigarette boxes and wads of wet paper, and the water leaking from the base of the toilet produced a disagreeable odor. This toilet condition was very much the same in all of the cells in this section on this floor. The bedding was extremely dirty and the frames of the beds also. The windows on this floor were closed and the atmosphere was most oppressive. It is customary to apply kerosene oil to the iron floor of the cage after it is mopped. The odor of the oil aggravates the already disagreeable atmosphere. On the south side of the second floor, five Chinamen occupied one dark cell. The condition of uncleanness prevailed also on this floor. In one of the cells on the north side of this floor a prisoner was found in bed fully dressed, and, judging from the odor which came forth from the rear of the cell in which he was lying, he needed a bath. With all the windows closed the atmosphere was intolerable.

At the time of the inspection of November 10th the toilet conditions were about the same. The general cleanliness, that is, of the cells and corridors, was much improved.

#### RECOMMENDATIONS MADE.

1. It does not seem necessary for Clinton County to go to the expense of erecting an entirely new jail. There is plenty of available ground on the north side of the present structure on which an addition could be erected. With the interior of the present structure renovated by installing a modern type of cellblock, and with the construction of an addition with modern equipment, the needs of the county could be well met.

2. Clinton is one of the very few counties in the State in which there are only two sessions of the grand jury each year. With a system of this kind, much hardship and injustice is worked upon prisoners who are held for the grand jury and also upon witnesses who are connected with the case. There should be at least one more session of the grand jury each year. With no available means of outdoor exercise, there is a strong likelihood of jeopardizing the health of any prisoner who is compelled to spend the long months between grand jury sessions in such a small area and in an unhealthful atmosphere.

3. In order to alleviate the present unsatisfactory conditions until changes are made in the physical plan of the jail, the following recommendations are made:

1. Leaking toilets should be repaired.
2. New mattresses and blankets should be purchased and distributed.
3. Barrels containing rubbish should be emptied at least once every day. Prisoners who wilfully refuse to co-operate with the management to keep the jail clean should be disciplined.
4. An abundant supply of fresh air should be admitted to the jail at all hours of the day and night.
5. As far as possible, minors should be kept separate from adult prisoners.

At the time of the inspection of November 10th the possibilities for the employment of the inmates of the jail were discussed with county officials and studied.

The condition caused by the bad physical plan of this jail is greatly aggravated by the deplorable idleness which exists within the small area. The present system is unintelligent and carries with it propagation of vice, all of which

tramples down the chances of reformation and ultimately deprives society of the protection which it originally sought in placing the man in the jail. Section ninety-three of the County Law, which pertains to food and labor, reads in part as follows:

" . . . The board of supervisors of the several counties are authorized to employ convicts under sentence to confinement in the county jails, in building and repairing penal institutions of the county and in building and repairing the highways in their respective counties, or in preparing the materials for such highways for sale to and for the use of such counties or towns, villages or cities therein, and to make rules and regulations for their employment; and the said board of supervisors is hereby authorized to cause money to be raised by taxation for the purpose of furnishing materials and carrying this provision into effect; and the courts of this state are hereby authorized to sentence convicts committed to detention in the county jails to such hard labor as may be provided for them by the boards of supervisors."

This shows conclusively that it is within the jurisdiction of the Board of Supervisors to undertake the task of providing employment for the prisoners. It is not only within their jurisdiction, but it is the duty of the board to deal with the labor problem and jail situation so that the best interests of the taxpayer will be met.

The present system is not improving the individual prisoner or helping the county. Young and old are thrown together, and out of the young is made material to continue a system which is a large financial burden to the taxpayers.

There are several ways in which the jail inmates can be employed. One, on a county jail farm. This is done in Canton, St. Lawrence County, and in Oswego, Oswego County. The results at Canton are highly satisfactory. The population at that jail is lower than during former years and the per capita weekly cost of maintenance has been reduced from \$1.46 to \$1.27. Furthermore, with the value of the product and the value of the prison labor, the cost of the farm has practically been repaid to the county treasury during the past two years.

The services of an additional guard are necessary. The sheriff and the undersheriff devote their time, principally, to the jail and their administrative duties.

In the late fall and winter months the prisoners in this county are employed at stone-breaking. This broken stone is sold to the neighboring villages and towns. Stone-breaking is carried on in a number of counties, and, where the co-operation of the town superintendent of highways is had, the scheme can be made successful.

Aside from a jail farm, the employment of jail prisoners upon the highways is being recognized by experts as a very desirable and helpful plan, which will benefit both the inhabitants of the various towns, who are eager for good roads, and also the jail inmates.

The highway authorities of Onondaga County have been employing this type of labor on a large scale on the highways, and find the result very satisfactory.

Jail labor can be used in improving some of the streets which are badly in need of repair in the city of Plattsburg. Towns within a radius of eight or nine miles of the jail, such as Schuyler Falls, Beekman, and Peru, are very much in need of improved highways. These are only a few instances where there are bad highway conditions and for the improvement of which the respective towns will not be able for many years to raise sufficient money if the work is to be done completely by contract labor.

It has been stated that the work performed by the inmates of Clinton Prison is past the experimental stage and is a big success. The same scheme can be worked out with the inmates of the jail in some of the nearby towns. The expense of such work should be shared by the county and the towns, the larger percentage to be paid by the county in cases where the work is being done by poor towns.

Very near Plattsburg there are some splendid limestone quarries which could probably be rented at a nominal charge. Here the county could set up a large stone-crushing plant, and during the winter months sufficient stone could be cracked for use on the highways in the towns in which the work is to be done.

It is urgently requested that a committee be appointed to consider the establishment of a permanent plan for the employment of jail inmates, in order that Clinton County may take part in the State-wide move for the purpose of abolishing jail idleness and establish the nucleus for an intelligent jail system.

## PROGRESS MADE DURING THE YEAR.

At the time of the last inspection it was quite evident that the management was exercising more care relative to cleanliness of the jail. Considerable painting has been done on the first and second floors and in the female section.

The Board of Supervisors are considering the necessity of a new jail. To this end a committee has been appointed to visit the jails in some of the neighboring counties in order to determine what course is to be pursued in solving their own problem.

## DELAWARE COUNTY JAIL, DELHI.

		Population.				Total.
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	
July 30, 1914	E. R. Cass.....	7	1	0	0	8

The capacity of the jail is as follows:

Adult males.....	16 cells
Adult females.....	2 "
Juvenile females.....	With adult females
Juvenile males.....	2 cells

The sheriff of the county is J. J. Farrell. He is assisted in the jail by an undersheriff, a matron and a female cook.

The jail is a small three-story brick structure built onto the sheriff's residence. The first and second floors are equipped with a modern type of steel cellblock with utility corridor. The third floor has a small cellblock and two hospital rooms. Each cell is equipped with one iron hinged bed, a water-closet in a niche, and a set wash-basin. The bedding consists of mattress, sheets, pillow and pillow case. There is no jail yard. At the time of the above inspection the shower-bath drain on the first floor was clogged. Some of the toilets in the cells on the first floor, north side, were stuffed with papers, and in one cell there were knives and forks thrown carelessly about. The outside corridor on the same floor, same side, contained a considerable amount of sweepings which had not yet been removed.

The hospital room on the south side of the third floor was in a very untidy condition. The general condition of cleanliness throughout the jail was not satisfactory. The sheriff and jailer were not in at the time of inspection and it was explained by the sheriff's wife

that they were both working on an important case since the previous night and that because of this the regular daily routine was somewhat broken. On the south side of the first floor a sixteen-year-old boy was in the same section with adults. This is a serious breach of the county law, and more so in view of the fact that practically the remainder of the jail was unoccupied.

## RECOMMENDATIONS MADE.

1. Section 92 of the County Law should be strictly observed, especially when there is plenty of available room in the jail.
2. A better condition of cleanliness and tidiness throughout the jail should exist.
3. The ironwork directly on top of the toilet bowls in the niche should be filled in with a layer of cement. The composition should be one and one-half parts of moulding sand and one part of Atlas or Portland cement. The cement should be sloped toward the opening in the bowl so that proper drainage could be had. Paint will not satisfactorily solve the rust problem in the niche and its application is a waste of time.
4. A partition in the east and west end corridors on the first floor will permit proper separation of grand jury prisoners from prisoners serving sentence and at the same time permit the prisoners to have the use of the inside and outside corridors.
5. A jail yard should be acquired which will permit outdoor exercise for the prisoners and possibly some kind of work.
6. A padded cell should be provided.
7. Crockery or aluminum should be substituted for tin-ware.

## DUTCHESS COUNTY JAIL, POUGHKEEPSIE.

		Population.				Total.
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	
Feb. 25, 1914	E. R. Cass.....	42	0	1	0	43
July 15, 1914	E. R. Cass and Philip Klein.....	47	10	0	0	57

The capacity of the jail is as follows:

Adult males.....	52 cells
Adult females.....	16 "
Juvenile males.....	16 "
Juvenile females.....	16 "

The sheriff is F. C. Hornbeck. He is assisted by two jailers and a matron.

The jail is located in the upper stories of the courthouse building in the center of the city. It consists of three parts. In each part there is a steel cellblock, two tiers high. The cells are equipped with two iron-hinged beds, a water-closet in a niche, and a set wash-basin. The bedding consists of mattress and blankets, sheets and pillow case. The peculiar arrangement of having the jail quarters in the top of the courthouse, in the heart of the city, does not permit opportunity for outdoor exercise. The jail sections are accessible by fireproof stairway and an elevator. The juvenile department, from a physical standpoint, is undesirable for the detention of juveniles, first, because of the pronounced absence of natural light, and, secondly, because of the poor facilities for proper classification. One side of the main section, used altogether by adult prisoners, is quite dark, because the cells face a blank wall. The female department is very satisfactory. The cells of the female section are seldom used, and it seems that it would be advisable to transform part of the female section, by means of partitions, into a new juvenile section.

At the time of the last inspection of the previous year, a decided condition of uncleanness prevailed. The sheriff was advised relative to this and promised that at the time of the next inspection the jail would be one of the cleanest in the State.

At the inspection of February 25th a much improved condition of cleanliness prevailed throughout the entire jail. The inspector spent much time with the sheriff, going over with him, word for word, the report of the inspection of December 10, 1913. At the time that report was read before the Board of Supervisors, the sheriff was quoted, through the press, as having declared it unfair and exaggerated. However, in going over the report with him, he acknowledged that it was a just one and his only objection was that it had been sent to the newspapers and to the Board of Supervisors. However, it was explained to the sheriff that this was the customary practice and it was also pointed out to him that at the time of the two inspections in the year 1913 the jail was found very unclean, at which time he had been advised and had made promises for better cleanliness.

At the time of the inspection of July 15th the cells in the main section of the jail were clean and on the whole in an orderly condition. Much dirt was found below the grated flooring on the outside corridor on the second tier of this section.

The female section, as usual, was found to be very clean.

The cleanliness of the juvenile section was fair.

#### RECOMMENDATIONS MADE.

1. The opening directly beneath the skylight in the main section should be painted a bright color.
2. The iron stairway which leads from the kitchen to the street should be painted.
3. There should also be an additional fire-escape equipment in the form of a bridge which would span the alleyway between the courthouse building and the Dale & Company building.
4. The floor of the shower-bath compartment on the second tier in the main section should be pitched toward the center so that the overflow of water will not run into the corridor and down onto the floor of the first tier.
5. Employment should be provided for convicted prisoners. Prisoners can be employed on the town highways or on a county jail farm. St. Lawrence, Oswego, Tioga and Nassau Counties employ prisoners on farms. In conjunction with farm work these counties are also employing prisoners at stone-breaking during the winter months. Stone-breaking as the only means of employment throughout the year is not advisable, if it is to be continued on a small scale. Ontario, Orange and other counties have failed to make this form of employment a success financially. Where quarry work can be carried on, such as in Onondaga County, and correlated with highway work, a splendid opportunity is afforded for keeping the prisoners employed throughout the year. In counties where some kind of permanent employment is established, it tends to decrease the population of the jail. St. Lawrence county has not only decreased its jail population, but also its per capita weekly cost of maintenance in the past year from \$1.46 to \$1.27.
6. Fumigating apparatus should be installed so that the clothes of inmates can be disinfected. Without apparatus of this kind it is practically impossible to keep a jail free from vermin. Upon admission, prisoners should remove

their own clothing and receive a jail uniform of overalls and shirt. During the period of incarceration the inmates clothing, after being disinfected, should be kept in a store-room until the time for release.

#### PROGRESS MADE DURING THE YEAR.

1. A layer of cement has been laid around the toilet seats in the cells. Recommendation No. 3, report of December 10, 1913.

2. The water-coolers have been removed from the various sections. Recommendation No. 2, report of December 10, 1913.

3. The icebox has been removed to a more obscure place in the corridor near the entrance to the jail. Recommendation No. 11, report of August 4, 1913.

4. The padded cell has been repaired and repainted. The side walls and the steel work in the various sections have been repainted.

5. The coffee cauldrons in the kitchen have been repaired and are now used instead of wash-boilers. Recommendation No. 9, report of August 4, 1913.

6. The pantry is not used as a store place for shoes and clothing. Criticised in report of December 10, 1913.

7. Stricter attention given to the separation of juvenile prisoners from adults. Criticised in previous reports.

8. At the time of both inspections this year a much improved condition of cleanliness prevailed as compared with the condition found at the time of the inspections of the previous year.

#### ERIE COUNTY JAIL, BUFFALO.

		Population.				
		Male.		Female.		
Inspected—	By—	Adult.	Minor.	Adult.	Minor.	Total.
Mar. 14, 1914	E. R. Cass	65	34	9	5	104
Dec. 8, 1914	E. R. Cass	67	31	14	6	118

The capacity of the jail is as follows:

Adult males	144 cells
Minor males	With adults
Adult females	8 rooms
Minor females	4 "
Male witnesses	4 "

The sheriff of the county is Fred Becker. He is assisted in the jail by a staff consisting of a warden, two turnkeys, one record clerk, three guards, three engineers, one laundress, one table girl, two matrons, two cooks and one porter.

The jail is a stone structure, consisting of two wings, and is used exclusively for the detention of prisoners awaiting the action of the grand jury, awaiting trial, awaiting transfer and held as witnesses. The sentenced prisoners are sent to the county penitentiary in Buffalo.

The south wing, better known as the new building, contains the matron's quarters on the first floor, the sheriff's residence on the second and third floors, the jurors' rooms on the fourth and the women's quarters on the fifth.

In the old building, or north wing, on the first floor, are the offices, on the second, probation officers' consultation room and the hospital. On the third floor are rooms for disciplinary purposes and for witnesses. On the fourth floor are the women's quarters. In addition there is the pit section, which extends the full height of this wing and occupies the greater part of it. In the pit section there is a "U"-shaped steel cage, consisting of six tiers, with twenty-four cells on a tier. One cell is known as doctor's quarters, one is equipped with bathing accommodations, one as a barber shop, one as a padded cell, four as washrooms, one as a toilet for use during the day, and one as a storeroom; the remaining cells are used as sleeping quarters by the prisoners. The dimensions of the cells are 8 feet by 5 feet by 8 feet. Each cell is equipped with one iron hinged bed and an old iron type of water-closet. The bedding consists of a mattress, pillow, sheets and pillow cases, and blankets. The doors of the cells are of lattice work. In the rear of each cell are two holes for ventilation. The rear of the cell is so close to the side walls of the building that it is exceedingly difficult to keep the small space between free from dust and dirt. The cells are dark, principally because of the small, narrow windows in the side walls of the building. They are inadequately ventilated. The section is lighted by large electric lamps and heated by a decidedly antiquated heating system, which brings about a serious unsanitary condition. It is not possible to separate adults from minors, and during the day young and old commingle promiscuously on the small floor space of the pit.

At the time of the inspection of December 8, 1914, out of the total population of eighty-seven in this section, twenty-six were under the age of twenty-one. This is a serious violation of the County Law,

which was framed among other purposes for the purpose of protecting juveniles. The condition justifies the name of "School of Crime" for the Erie County Jail.

The heating system is situated directly beneath the steel floor of the pit and consists of a hot air chamber, and on each side of this there are coils of pipe through which steam passes. The heat from these pipes circulates over a short wall into the hot air chamber and then passes up into the pit through four gratings situated in the steel floor. During the long hours of the day the inmates pass up and down the small floor area and some frequently expectorate through these gratings. It is also a common practice to sweep some of the dirt from the floor over the gratings and into the air chamber. In order to carry the sputum and dirt away a stream of water is kept constantly flowing on the floor of the hot air chamber. It seems certain that the hot air coming up from the chamber must carry with it some of the bacteria and foul air caused by the expectorating and sweeping of dirt into the chamber. During the winter season the hot air rises to the glass of the skylight and then is condensed and falls back on the floor of the pit, making the same wet.

On the third floor of the north wing there is a room known as the dungeon. This room contains three cells, built parallel to one side wall, with the fronts of the cells opening on a blank wall. Inadequate light and air are received from one end of the room. There is no direct circulation of air or light into the cells. One of the cells especially is a dungeon in every sense of the word. It is covered on the sides and top and bottom with heavy solid sheets of steel and is totally dark when the door is closed. On the top there is a small hole about three inches in diameter. This hole is the only means through which air can enter when the door is closed. There is also a large iron ring attached to the center of the floor. There is another room on this floor with the same equipment. The cells in these rooms are occasionally used for disciplinary purposes.

Some of the rooms used for the detention of witnesses are poorly lighted and ventilated. It is unjust and cruel to keep persons not even charged with crime in close confinement with no opportunity for outdoor exercise, and in rooms poorly lighted and ventilated.

The hospital and the female quarters, both in the new building, are of modern equipment and designed on the room plan. Some of the rooms have two and three beds. There are modern toilet and bathing facilities. The rooms are well lighted and can be well ventilated. These rooms are the only part of the whole jail that justify favorable comment.

At the times of various inspections it has been noticed that large groups of juvenile males make visits to the jail. In most instances these young lads are only street chums of prisoners detained in the jail. They have no particular business or mission to warrant their visitation, other than the mere novelty of visiting the jail and killing time. Many of these young visitors were questioned at different times and it was found that they had no particular or definite means of employment. It seems improper to permit this loose system of visitation to continue. Furthermore, the condition is aggravated by the fact that the visitors assemble in a small steel cage in the north wing, conversing with the persons they have come to visit. This means that young lads of questionable character are in this small area with respectable mothers and young girls and the conversation between the young fellows is undoubtedly not always of the best nature.

At the time of the inspection of March 14th the condition of cleanliness in the washrooms, toilet rooms, beds and bedding in the north wing was satisfactory. The condition of cleanliness in all parts of the south wing was also satisfactory.

At the time of the inspection of December 8th the mattresses in some of the cells of the north wing were not satisfactorily clean and were badly worn. The space between the rear of the cells and the side walls of the north wing harbored much dust and dirt. The problem of cleanliness is quite difficult in this wing because of the customary large population and the fact that all the prisoners are grand jury prisoners and cannot be made to work.

#### RECOMMENDATIONS MADE.

1. It is strongly urged that the Board of Supervisors expedite negotiations for the construction of a new jail with the installation of the outside cell plan.
2. New mattresses should be distributed in the jail.
3. The padded cell should be removed to one of the rooms on the third floor.
4. The dungeon rooms on the third floor should be abolished. They are entirely inconsistent with modern methods of dealing with the inmates of penal institutions. Their abolition will remove any question as to their use.
5. Special provision should be made in order to protect female visitors to the jail. Even with the present equipment this can be done by putting into use, solely for female visitors, the other screened cage on the Delaware Avenue side of the jail.

6. A record of visits to the jail should be kept. Such visits should be restricted mostly to adults who may be related to the person detained. Visitation by young lads should be discouraged.

7. If in improving the present unsatisfactory physical conditions of the north wing, part of the old structure is to be retained, the present heating system should by all means be replaced by a thorough modern one.

8. In order to reduce the presence of vermin to a minimum, it is urged that a system be introduced whereby the clothing of prisoners can be removed at the time of admission to the jail and fumigated.

During the period of incarceration, overalls and jumpers, or plain shirts, can be used. This is done in Schenectady and Montgomery Counties.

#### PROGRESS MADE DURING THE YEAR.

1. There has been much agitation to remedy the unsatisfactory conditions which exist in the north wing. The committees appointed by the Board of Supervisors have inspected various kinds of prison buildings. Architects and other experts from various parts of the State have conferred with the members of the board. The installation of the outside-cell system has been strongly urged by this Association. The latest reports are to the effect that the supervisors' committee has agreed upon the outside-cell plan and have accepted bids for such construction.

#### ESSEX COUNTY JAIL, ELIZABETHTOWN.

		Population.				
		Male.		Female.		
Inspected by —	By —	Adult.	Minor.	Adult.	Minor.	Total.
Nov. 9, 1913	E. R. Cass	21	0	4	0	25

The capacity of the jail is as follows:

Adult males	22 cells
Adult females	3 "
Minor females	0 "
Minor males	10 cells

The sheriff of the county is J. W. Knowlton. He is assisted by a jailer and a salaried matron.

The jail is a new three-story, fireproof brick structure, connected with the sheriff's residence by means of a covered passageway. On the first floor there is a steel cellblock with five cells on each side. There is also the same arrangement on the second floor. On the third floor, one part contains the laundry and the other part is entirely vacant. On the first and second floors, in the same section in which the stairway to the various floors of the jail is located, are a number of rooms. These rooms are large and well-lighted and are each equipped with an iron hinged bed, toilet and washbasin. The building is heated by steam and lighted by electricity. There is a small jail yard which is said to be used frequently. Owing to the large population at the time of the above inspection it was necessary to use one side of the cellblock on the first floor for male prisoners and the other side for female prisoners. There are no partitions in the end corridors, so that it is a very easy matter for male and female prisoners to converse. While there was no evidence that there is commingling of the two sexes, the very fact that they are in such close proximity and within such easy hearing distance is unfortunate and not in conformity with common decency. The rooms mentioned above were originally designed for female prisoners, but in the past there has been some difficulty, the female prisoners having complained that male prisoners passing from floor to floor have stopped to annoy them.

The condition of cleanliness on the first floor was not entirely satisfactory — the bedding in the cells of the male prisoners on the first floor was unclean. A satisfactory condition of cleanliness existed on the second and third floors.

The most serious situation with respect to the physical plan of this jail is the lack of proper accommodation for female prisoners. The inspector cannot recall another instance in this State where the male and female prisoners are kept in such close proximity.

#### RECOMMENDATIONS MADE.

1. The cement floors should be repaired.
2. Immediate and permanent accommodations should be made for female prisoners on the third floor which is now practically unused.
3. There should be, when the population of the jail warrants it, an additional session of the grand jury. In Tompkins County, for example, there are only two regular grand jury sessions but an additional one is held in June if the number of grand jury prisoners warrants it.



4. The prisoners should be made to exercise greater care in washing their bed linen.

5. The deplorable idleness which exists among the prisoners in the jail represents an unintelligent method of dealing with them and also a big financial burden to the taxpayers without any effort being made to have the prisoners reduce this in any way. A condition of this kind is a disgrace to the county. Prisoners should be sent to a county jail, first, to protect the inhabitants of the county, and, secondly, to be dealt with for the purpose of reformation.

The following is taken from Section 93 of the County Law which pertains to food and labor:

"The boards of supervisors of the several counties are authorized to employ convicts under sentence to confinement in the county jails, in building and repairing penal institutions of the county, and in building and repairing the highways of their respective counties, or in preparing the material for such highways, for sale to and for the use of such counties, or towns and villages and cities therein; and to make rules and regulations for their employment, and the said board of supervisors is hereby authorized to cause money to be raised by taxation for the purpose of furnishing materials and carrying this provision into effect; and the courts of this state are hereby authorized to sentence convicts committed to detention in the jails to such hard labor as may be provided by the board of supervisors."

This plainly shows that it is within the jurisdiction of the members of the board to employ the jail prisoners.

There are several ways in which the inmates can be employed to advantage in this county. We are told that a very short distance from the jail there is a large quarry and that the privilege of working it can be obtained at a very nominal charge, or perhaps without charge. This quarry contains limestone which is invaluable in making good roads. To work the prisoners here would probably necessitate the employment of one additional guard and the purchase of some necessary tools. A crusher could also be set up in order to carry on the necessary stone-breaking on a large scale, as is done in Onondaga County. The prisoners could start from the jail in the morning and take their noon meal with them so that the noon trip back to the jail could be dispensed with.

There is plenty of available highway work, for several years, within a radius of six or eight miles of the jail. In the southwestern part in the town of Lewis, for example, the roads are in bad condition, and the crossroads of the town of Elizabethtown need to be repaired and widened.

The consensus of opinion of the highway superintendents throughout the State is that jail labor on the highways will not conflict to the slightest degree with free labor. As a matter of fact the highway needs in the various towns of the county are so great that the respective counties and towns will not be able for years to raise sufficient money to do this work if contract labor is wholly to be considered. The village of Elizabethtown (that is, within the corporate limits), has sufficient work in the up-keep of the streets and the cleaning of ditches. Inmates of the jail are doing such work within the corporate limits of the village of Lake George. This scheme has proven satisfactory and money has been saved for the village.

Another highly desirable plan for the employment of jail inmates is in connection with a jail farm. For the past two years a farm of this kind has been worked by the prisoners of St. Lawrence County and the result has been very satisfactory. The jail population has been reduced to a noticeable degree and the cost of maintenance has also been reduced from \$1.46 to \$1.27 per capita per week during the last year. The value of the produce, together with the amount saved by jail labor in construction work on the farm, has practically covered the cost and maintenance of the farm during the past two years.

The farm of sixty acres was purchased at about \$40 per acre. In conjunction with the farm work, stone-breaking is carried on during the late fall and winter. Arrangements are made with the various town superintendents to purchase this cracked stone.

Section 70 of the Highway Law also makes it possible for the Board of Supervisors to enlist the co-operation of town highway superintendents in employing prisoners on the roads. It is strongly urged that a committee be appointed to consider the opportunities for employing the prisoners in the county, and to submit to the board a definite plan of employment which can be put into effect.

This Prison Association will gladly cooperate so far as possible with the committee in its work.

## FRANKLIN COUNTY JAIL, MALONE.

Population.

Inspected —	By —	Male.		Female.		Total.
		Adult.	Minor.	Adult.	Minor.	
Feb. 15, 1914	E. R. Cass.....	30	2	0	0	32
Nov. 11, 1914	E. R. Cass.....	37	7	0	0	44

The capacity of the jail is as follows:

Adult males.....	12 cells and 4 rooms
Minor males.....	With adult males
Adult females.....	4 cells
Minor females.....	With adult females

The average daily population throughout the year is 33.

The jail is under the supervision of the sheriff, A. A. Edwards, who is assisted by an undersheriff, a turnkey and a matron. The jail is a small brick structure built onto the rear of the sheriff's residence. The first and second floors are similar in design. There is on each the "cage" arrangement of cells, that is, the fronts of the cells open into a dark central corridor. The cells are small and at times are equipped with two or three beds.

The bedding consists of mattress and blankets. These are wretchedly worn and filthy. The toilet and bath accommodations are wretched. The small number of cells makes it quite difficult, if not impossible, for the sheriff to properly segregate juvenile and male prisoners, and also to observe the County Law relative to the separation of prisoners according to the nature of their detention.

The female department is perhaps the only redeeming feature of the jail. The objection here is that juvenile females cannot be satisfactorily separated from adult females.

There is no jail yard. Because of the unsanitary conditions, the small floor area, the usual congestion, the lack of daily exercise and proper classification and separation of prisoners, conditions at this jail are extremely unsatisfactory and should not be tolerated. This jail is perhaps the most wretched in the State. To further aggravate the inadequate accommodations, unpardonable uncleanness has been found.

A fair condition of cleanliness prevailed at the time of the inspection of February 15. The doubling-up in the cells, altho undesirable, was unavoidable. Prisoners had some complaints to offer relative to the variety of the food — more so than the quantity.

At the time of the inspection of November 11th, the jail was crowded, two or three persons sleeping in one cell, young lads mixed

with adults. Complaints were made by the boys relative to immoral treatment at the hands of the adults. Vermin literally covered the bedding, most of which was worn to shreds.

Large piles of wet and soggy sweepings and paper were found in some of the cells. One bathtub was filled with dirty, vile-smelling water. A prisoner was found who had not bathed for weeks. The toilets were in a slimy, wretched condition.

## RECOMMENDATIONS.

1. Franklin County should have a new jail. The members of the Board of Supervisors should visit the jails in some of the adjacent counties, for example, Jefferson and Oswego, so as to become cognizant of the small and antiquated type of jail existing in their own county.

In order to relieve the present wretched conditions until improvements of a more permanent nature are made, the following improvements are recommended:

2. A county jail is a public institution, and therefore its cleanliness should be beyond criticism. Unpardonable is the saying that the inmates of a jail have never been accustomed to anything better in the way of food and cleanliness. The county as an institution should preserve its dignity and not be willing to tolerate a condition of uncleanness.

3. The plumbing equipment on the first and second floors, especially the toilets, should be improved without delay.

4. New mattresses and blankets should be purchased and distributed immediately.

5. The interior of the jail should be fumigated and repainted.

6. Provisions should be made so that the prisoners can receive daily exercise in the open.

At the time of the last inspection the labor possibilities of the county were studied. The following statement will show what has been done with jail labor in this county.

The county authorities are to be commended for the efforts they have made during the past summer to employ the inmates of the jail on the highways within the corporate limits of the village of Malone. It is estimated that there were employed on an average from five to seven

jail inmates during the forty days during which the work lasted. Unfortunately, no account was kept as to the exact number of prisoners employed and no statement rendered in the final accounting as to the approximate value of the jail labor. Taking for an average six men per day, and assuming that each man had received one dollar per day, it would have cost the county \$240 for labor. It did cost the county \$80 for meals for the prisoners and some of the civilian employees. Assuming that \$15 was the approximate cost of the meals for civilian laborers, and subtracting the remaining \$65 from the approximate value of the jail labor, it seems fair to assume that the jail labor was worth to the village of Malone about \$175, or about \$4.40 per day. This, of course, does not amount to very much, but it shows that it is possible to increase the value if the jail labor is employed on a larger scale.

Jail labor was also employed on a piece of road work extending between the corporation limits and the county farm, and also upon a piece of work on Webster Street.

It is estimated that seven inmates of the jail were employed daily with civilian labor under the supervision of a guard hired by the town and county. This work extended from July to September. During that time only three men escaped, and they were subsequently and quickly apprehended. There are no records to show the value of the jail labor on this work. Nevertheless, it was worth something to the town, and, regardless of how little, tended to reduce the cost of construction. The experiment has been worth while, and it is urged that the county authorities encourage and cooperate with the county and town superintendent of highways in order to use liberally the jail labor.

Section ninety-three of the County Law authorizes the county Board of Supervisors to employ jail labor, either on the highways or in the county buildings, etc.

Section seventy of the State Highway Law permits the co-operation of the town superintendent of highways.

The splendid success which the authorities of St. Lawrence County, at Canton, are having with their jail farm should not escape the attention of the board. It would be well to consider the plan of purchasing a farm not far from the courthouse and erecting thereon a new jail. It has

been shown in St. Lawrence County that since the introduction of a jail farm, which is worked during the farming season (during the late fall and winter stone-breaking is substituted), the population has been reduced, and that the per capita cost of maintenance has been decreased during each of the past two years.

#### PROGRESS MADE DURING THE YEAR.

There is now one additional meeting of the grand jury each year, making a total of three. The hardship imposed by only two grand jury sessions a year was pointed out in the body of our report of the inspection of May 3, 1913.

#### FULTON COUNTY JAIL, JOHNSTOWN.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
Jan. 18, 1914	E. R. Cass.....	16	0	0	0	16
July 20, 1914	E. R. Cass.....	5	2	0	0	7

The capacity of the jail is as follows:

Adult males.....	15 cells
Adult females.....	3 "
Minor females.....	With adult females
Minor males.....	6 cells

The sheriff of the county is W. J. Shepherd. He is assisted by a janitor, a cook, and a matron.

The jail is a small stone structure built between the sheriff's and undersheriff's residences. It consists of two separate floors. There are eighteen cells with one iron hinged bed in each, and six cells with two iron hinged beds in each. There is no padded cell. The cells are equipped with a water-closet in a niche and a set wash-basin. The cells are arranged back to back with a utility corridor between. There are shower-baths and a tub for bathing, and the beds are equipped with mattress, blanket, sheets and pillow case. The only possible means of getting from the first to the second floor is a wooden stairway which is located in the sheriff's section. This is a serious fire danger, the more so because the heating apparatus for the jail in the sheriff's residence is in the basement directly beneath.

At the time of inspection of January 18th a satisfactory condition of cleanliness prevailed.

At the inspection of July 20th the condition of cleanliness and order was not so good as that found at the time of the previous inspection. There was some renovating work going on at the time and it was explained by the sheriff that this was largely responsible for the conditions found.

#### RECOMMENDATIONS MADE.

1. The sheriff and the Board of Supervisors should be concerned about the safety of the inmates of the jail. It is essential that some immediate action should be taken to remedy the present dangerous condition which is brought about by the absence of an asbestos ceiling or sheet-iron covering over the top of the boiler in the basement.
2. The ironwork in the interior of the jail is badly in need of paint. The management should prohibit the prisoners from drawing pictures on the walls of the cells or pasting clippings from magazines. This may satisfy the taste of the inmate of the cell but it mars the appearance of the jail.
3. An adequate water-heating system is strongly recommended.
4. Some means of employment should be devised in order to obviate the deplorable idleness which exists among the prisoners serving sentence.
5. A padded cell is essential in every jail. This kind of cell will guard the inmate from injury because of his violence and will also save the management of the jail from unwarranted suspicions of brutality.
6. Some of the available ground on one side of the jail should be enclosed so that a jail yard could be had. Irrespective of a man's character, outdoor exercise is essential. The county, or State, is not justified in jeopardizing the health of any individual and the individual's health is a matter of concern, ultimately, to the county.
7. With some additional construction above the kitchen, hospital rooms and reception quarters can be provided for. Reception quarters are quite necessary if the jail is to be kept free from vermin.
8. The matron should be employed on a fixed monthly salary basis.

#### PROGRESS MADE DURING THE YEAR.

1. The shower-baths have been put in working order and some new attachments added. Recommended in report of August 18, 1913.
2. Fire extinguishers have been placed in the sheriff's quarters, directly outside of the jail proper. Recommended in report of August 18, 1913.
3. A new locking system for the cell doors is now being installed. Recommended in report of August 18, 1913.
4. The ceiling directly above the boiler in the basement has been covered with asbestos. The same has been done to the side walls and the wooden partition adjacent to the stairway. This improvement was strongly urged in recommendations in report of January 18, 1914.
5. The ironwork on the second floor has been painted a bright and serviceable color, and now that the renovating work is practically completed on the first floor, the ironwork there will also be repainted. Need of painting pointed out in previous reports.
6. One of the most important changes that have been made is the installation of the Rudd hot-water heater in the basement. This new heater works automatically and very satisfactorily, making it possible for hot water to be had in the jail and sheriff's office at all hours. Recommended in report of January 18, 1914.
7. The electric lights on the first and second floors have been rearranged, giving an equal amount of light to the outside and inside corridors.

#### GENESEE COUNTY JAIL, BATAVIA.

Inspected —	By —	Population.
Mar. 15, 1914	E. R. Cass.....	4 adult males.

The capacity of the jail is as follows:

Adult males.....	12 cells
Adult females.....	8 "
Minor females.....	With adults
Minor males.....	8 cells

The sheriff of the county is T. A. Hart. He is assisted by a jailer, a matron, and a paid cook.

The jail is a modern brick structure built onto the sheriff's residence and consists of two separate floors. On the first floor there are sixteen cells and on the second floor twelve. Each cell is equipped with two iron hinged beds, a water-closet in a niche and set washbasin. The bedding consists of a mattress and blanket. There is no padded cell. The seats on the tops of the water-closets are badly rusted. The side walls on each floor are faced with slabs of marble. In some cases the slabs are working loose. This is the only side-wall arrangement of its kind for a county jail in the State and the value of it is decidedly questionable. Due to the lack of paint, the rust is gaining much headway on the steel work, especially in the rear of the cells. In some cases the joints are open considerably. A satisfactory condition of cleanliness existed throughout the entire jail at the time of the above inspection.

#### RECOMMENDATIONS MADE.

1. If the rusted condition of the toilet seats is not looked after now, the county will find it necessary to spend much money for new seats and new ironwork around the toilets. It is possible to overcome the rust on the ironwork by thoroughly scraping it, then applying a coat of red lead, and lastly placing a layer of cement over it. The cement should be so placed that it will be high on the ends and gradually slope down toward the toilet seat, in order that the necessary drainage will be possible.

2. The plumbing work in the utility corridor should be repainted in order to protect it against rust.

3. It is not possible, under normal conditions, for an abundance of light to enter into the jail corridors. This undesirable feature is increased by the fact that the windows have been painted. This was probably done for the purpose of preventing prisoners from communicating with, or attracting the attention of, persons on the outside while they are in the outside corridors. It is not altogether necessary that the prisoners should be in the outside corridors, or near the windows, and if the prisoners are kept in the inside corridors, it will not be easy for them to attract the attention of people on the outside. If the prisoners persist in annoying people outside of the jail it will be an easy matter to punish them by keeping them on the inside corridors and closing all the windows. It is urgently recommended that the paint be removed from the windows, especially from the window panes on the top sash.

4. There should be a jail yard so as to permit necessary daily outdoor exercise.

5. The backs of the cells badly need paint. Unless the rust is checked immediately, the county must soon install new steel partitions.

6. The county Board of Supervisors are urged to devise some plan whereby the existing idleness will be obviated. Several counties have been successful with county jail farms, and in conjunction with the jail farm it is possible to carry on stone-breaking and highway work.

#### PROGRESS MADE DURING THE YEAR.

1. The jail is no longer used as a town lockup. Batavia now has a new lockup of its own.

2. An adequate laundry equipment, consisting of a power-washer, power-dryer, and power-extractor, has been installed. This improvement was urged in report of August 25, 1913.

3. New blankets and mattresses have been distributed.

#### GREENE COUNTY JAIL, CATSKILL.

Inspected —	By —	Population.
July 23, 1914	Philip Klein	1 adult male.

The capacity of the jail is as follows:

Adult males	23 cells
Tramp room	Accommodations for 10 males
Adult females	3 cells
Minor females	With adults
Minor males	3 cells

The sheriff of the county is Elmore Mackey. He is usually assisted by a jailer. Mrs. Mackey acts as matron and also supervises the cooking. She receives no regular salary but does get a per capita allowance for each female in the jail.

The jail is a modern three-story structure built onto the rear of the sheriff's residence. The outside walls are of hard sandstone; the inside walls are finished with cement. Both gas and electricity are available for lighting purposes. The building is heated by steam from the boilers in the courthouse. It is possible for an abundance of light and air to enter through the windows in the side walls, which run practically the full height of the building. The jail is fireproof, except that access to each floor is by means of a

wooden stairway which is located in the sheriff's residence. On the first floor there is a steel cellblock, with six cells on one side, five regular cells and a padded cell on the other. Each cell is equipped with one iron hinged bed, water-closet in a niche, and a set wash-basin. The bedding consists of mattress, blankets, sheets and pillow cases. The second floor is similar in design, except that there is no padded cell. The equipment of the cells is the same. The third floor has a small cellblock, three cells on a side, and in the rear two separate hospital rooms. On the west side of the basement there is a tramp room, equipped with shower-bath and toilet accommodations. There is a jail yard. At the time of the above inspection the jail was found to be satisfactorily clean.

#### RECOMMENDATIONS MADE.

1. Clean bed clothing should not be left in cells but should be stored and supplied to individual prisoners on their admission. The jailer said that he would follow this recommendation.
2. Some of the cement-covered walls on several floors of the jail are unpainted and present a rough surface. These should be, by all means, painted.
3. The tramp room in the basement, and some of the other rooms in the basement, have not had the brick walls covered even with plaster. They present a rough and unsanitary surface. They should be plastered and painted.
4. The flushes in the toilets are weak. Stronger water pressure should be supplied.
5. To prevent rust and uncleanness of the toilet seats, it is suggested that these be coated with a layer of cement to the level of the seat proper and so constructed that there will be a drain to the center.
6. There should be an additional grand jury meeting during the year.
7. The system of paying \$2.80 per capita per week for board of prisoners should be discontinued. The sheriff should purchase whatever is necessary for the maintenance of the prisoners and the bills should be paid by the Board of Supervisors.

#### PROGRESS MADE DURING THE YEAR.

1. The interior of the jail has been painted. All the steel work received a coat of aluminum paint.

### HERKIMER COUNTY JAIL, HERKIMER.

		Population.				Total.
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	
Jan. 20, 1914	E. R. Cass.....	16	0	1	0	17
Dec. 16, 1914	E. R. Cass.....	15	0	0	1	16

The capacity of the jail is as follows:

Adult males.....	36 cells
Adult females.....	5 "
Minor females.....	17 "
Minor males.....	2 cells

The sheriff of the county is William Stitts. He is assisted by a jailer and a matron.

The jail consists of three separate floors. On the first and second floors the cells are so arranged that the rear of the cells face the side walls of the jail and the front of the cells open into a central corridor. The third floor is divided into several sections. One section is for female prisoners and the other two sections are used as hospital quarters and rooms in which witnesses can be detained. Most of the cells contain two iron hinged beds. There is no padded cell. Each bed is equipped with a mattress, blankets and pillow case. There is one water-closet on the first floor, one on the second floor, and one in each section on the top floor. There should be better toilet equipment, especially on the first and second floors. The dark central corridors on the first and second floors make necessary the use of electric light practically all day. This condition is unfortunate and imposes a real hardship, especially on grand jury prisoners, who must spend long periods of time between the infrequent grand jury sessions.

At the time of the inspection of January 20th the condition of cleanliness and order was satisfactory.

At the inspection of December 16th the condition of cleanliness was also satisfactory.

#### RECOMMENDATIONS MADE.

1. It is quite important that every jail should have a padded cell. A cell of this kind protects a violent inmate, and also protects the management from what might be unwarranted suspicion of brutality.
2. There should be at least a third meeting of the grand jury during the year. Under the present system much

hardship and injustice comes to a man who, charged with a felony, is unfortunate enough to get into the jail and cannot secure bail.

3. The jail yard should be used as much as possible for exercising prisoners.

4. Screens or shades for the windows on the lower floor, west side of the jail, should be provided. Without such provision pedestrians can easily see the men in their cells, day and night.

5. A village lockup for both Herkimer and Mohawk should be provided.

6. At the time of the inspection of December 16th the possibilities for the employment of prisoners serving sentence were studied. It was found that the average population of those serving sentence is about five, and, of course, with a low population such as this, it would not be advisable to undertake highway work, quarry work, or farming. Sometimes the jail is without prisoners for two weeks at a time. The greater percentage of the population consists always of prisoners held for the grand jury, or awaiting transfer, and of course these cannot be considered in the plan of obligatory employment.

#### PROGRESS MADE DURING THE YEAR.

1. The condition of general cleanliness has been better at each inspection.

2. The ironwork in the cells and the heat and water pipes throughout the jail have been painted. The need of painting was pointed out in report of August 19, 1913.

3. An additional grand jury meeting is now held, making three in all. The hardship imposed with only two grand jury meetings was pointed out in previous reports.

#### JEFFERSON COUNTY JAIL, WATERTOWN.

		Population.				
		Male.		Female.		
Inspected—	By—	Adult.	Minor.	Adult.	Minor.	Total.
Feb. 14, 1914	E. R. Cass.....	34	0	4	0	38
Nov. 13, 1914	E. R. Cass.....	41	5	0	0	46

The capacity of the jail is as follows:

Adult males.....	46 cells
Adult females.....	2 rooms
Minor females.....	1 room
Minor males.....	6 cells

The sheriff of the county is M. S. Gregg. He is assisted by a jailer and a matron. The sheriff is employed on the fee system.

The jail is a modern, three-story fireproof brick structure built onto the sheriff's residence, located on an elevated piece of land, and has exposure on three sides. On the first and second floors there is a large steel cellblock of modern design. The cells are large and are equipped with one iron hinged bed, a water-closet in a niche and a set washbasin. There is no padded cell. The bedding in all the cells consists of mattresses, blankets, sheets and pillow cases. There are partitions in the corridors on each floor which make it possible to assign the various classes of prisoners to separate sections, thus allowing the proper facilities for satisfactory classification. Half of the third floor has a number of rooms which are used for female prisoners; the other half is one large open room which seems to be used mostly for drying clothes during stormy weather. There is plenty of available space for a jail yard, but the fence being of iron and not very high, does not make it possible to keep the inmates from the view of outsiders and does not guarantee sufficiently against escape, even under very close supervision. The basement contains a kitchen, boiler-room, store-rooms, etc. The jail is heated by steam and lighted by electricity.

At the time of the inspection of February 14th most of the bedding was found to be unclean and in a badly worn condition. The sides of the walls and the partitions were covered with pencil drawings and pictures torn from books. In the section on the second floor a number of young prisoners were found together. One of these young lads was affected with a very bad case of venereal disease. There seemed to be no good reason for not segregating this young lad from the others. A fair condition of cleanliness prevailed in the cells and corridors on each floor. A general condition of uncleanness prevailed in every part of the basement. In the kitchen, the store-closets were in a disorderly and unclean condition. Roaches were found in large numbers. Some of the cooking utensils were rusted and others badly chipped. Some of the prisoners complained that the food was only half cooked and otherwise not properly prepared and others complained of the quality and general cleanliness.

From a reliable source the inspector was informed that the sheriff employed some of the prisoners on his farm, doing both farm and construction work, and for this privilege paid the county Board of Supervisors \$50 per year. The prisoners are not compensated.

At the inspection of November 13th a much improved condition of cleanliness prevailed on all three floors of the jail and in the basement.

#### RECOMMENDATIONS MADE.

1. It is highly important that the fee system be discontinued in this county. In addition, it is highly important that the county adopt the same basis for feeding the prisoners that is used by practically every county in the State. An experienced male cook should be employed, and a county purchasing committee, or the sheriff, should buy the food supplies and submit the bills to the Board of Supervisors for payment.

2. The prisoners should receive coffee once a day and also something to drink with the noon-day meal. The present quality of tea is very likely satisfactory, but more tea should be used in the preparation of it. Some other cereal should be used occasionally in place of oatmeal every morning. Strict care should be exercised to prevent roaches from finding their way into the food.

3. Prisoners suffering from any kind of disease that might be transmitted in any way to a cellmate should be segregated. The jail physician should see that this is done.

4. Rubbish cans should be emptied daily.

5. The prisoners should be prohibited from storing food under their mattresses. New mattresses and blankets should be supplied.

6. Agateware cooking and eating utensils should be replaced by aluminum.

7. The keys to the female section should always be in the sheriff's or matron's possession.

8. Female prisoners should be exercised in what is known as the dryer room on the third floor at least once a day, under the supervision of a matron.

The following recommendations are made in regard to the general physical condition and equipment:

9. The cellblock on the first and second floors and the rooms on the third floor should be repainted.

10. An adequate hot-water system should be installed to replace the 100-gallon boiler which is now expected to answer the needs of the jail.

11. Modern and adequate laundry facilities should be installed.

At the time of the last inspection, chances for the employment of prisoners were studied and the following plans submitted to the Board of Supervisors for consideration:

12. The deplorable idleness existing in the jail represents a sad and unintelligent system, which makes reformation almost impossible and ultimately works injustice upon society. The purpose of sending a man to a jail is, briefly, first, to protect society, and then to work out reformation if possible. Under the present system, the prisoners are a big financial burden to the taxpayer. While society is temporarily protected, the inmates are living in an atmosphere and under conditions that tend to make the reformation of the individual impossible.

Section 93 of the County Law, which pertains to food and labor, reads as follows:

"The boards of supervisors of the several counties are authorized to employ convicts under sentence to confinement in the county jails, in building and repairing penal institutions of the county, and in building and repairing the highways in their respective counties, or in preparing the materials for such highways for sale to and for the use of such counties or towns, villages and cities therein; and to make rules and regulations for their employment; and the said board of supervisors is hereby authorized to cause money to be raised by taxation for the purpose of furnishing materials and carrying this provision into effect; and the courts of this state are hereby authorized to sentence convicts committed to detention in the county jails to such hard labor as may be provided for them by the board of supervisors."

This section shows conclusively that it is within the jurisdiction of the Board of Supervisors to employ jail prisoners, and that, in order to act for the best interests of the taxpayers and the welfare of the community, the board is under obligation to do so.

We are told that recently a site of about 36 acres has been purchased and that a tuberculosis hospital is to be con-



structed upon it. It is contemplated to use part of the site as a jail farm, but as yet no definite action has been taken.

If the prisoners are to be employed on this farm it will mean that they will come in contact with tuberculous patients and that in turn the tuberculous patients will come in contact with a criminal element. This commingling will work injustice both ways and is not at all desirable.

Furthermore, 32 acres are hardly more than a large-sized garden. It is recommended that the county authorities make arrangements for the employment of the jail inmates on a site of at least 60 acres. A large acreage is necessary in order to make the products of the farm of any great economic value to the county.

In St. Lawrence County the jail farm is a success. The products of the farm, together with the value of improvements made with the inmate labor, have practically covered the original cost of the farm. The population has been reduced to a noticeable degree and the cost of maintenance has been reduced, in the year 1914, from \$1.46 to \$1.27 per capita per week.

The men are taken from the farm every morning by the turnkey, who is a farmer, and he supervises the men while at work. The sheriff or the undersheriff takes care of the jail.

Another plan which should be considered by the board is the opening of a large quarry on the county poorhouse property, and the establishing of a stone-crushing plant, similar to that in Onondaga county, for the purpose of supplying the various towns throughout the county, or in other counties, with cracked stone. It would not be at all difficult to transport the prisoners from the jail to the farm. Arrangements could be made whereby the nearby towns could haul the stone, or further arrangements could be made to use the railroad line that runs through the property.

The stone-breaking work would furnish employment for the prisoners the year around.

Another plan would be to employ the prisoners on the highways. Under Section 70 of the State Highway Law, the Board of Supervisors can ask for the cooperation of the

town superintendent of highways. In some of the nearby towns, such as Brownsville, Rutland and Pamela, there are many highways greatly in need of improvement. The fact that the towns are so near Watertown makes free labor scarce. With the absence of necessary free labor, and the inability of some of the poorer towns to raise sufficient money to undertake the work, it seems that many years will pass before this work can be begun by free labor.

Arrangements can be made whereby the town and county can share the expense of the work.

The jail inmates have done satisfactory work in Onondaga County, and State Prison inmates have also done satisfactory work in Saratoga, Clinton, Warren, Cayuga and other counties.

There is no doubt that with a fair trial jail labor on the highways will prove satisfactory, both as to the work and, ultimately, financially.

One accruing advantage would be that if a scheme for employing the inmates on the highways was once well established, the county could depend indefinitely upon such labor. It is strongly urged that a committee be appointed by the Board of Supervisors for the purpose of finding employment for the prisoners, using every effort to arrange a definite plan. This county is fortunate in having suitable conditions which offer many plans to choose from.

#### PROGRESS MADE DURING THE YEAR.

1. The fee system was discontinued January 1, 1915. This system was severely criticised in previous reports.
2. A much improved condition of cleanliness prevailed at the time of the last inspection.
3. Hot-water heating apparatus was installed so that hot water can be had at all times throughout the jail. The need for this was pointed out in the recommendations made in report of February 14th.
4. The cellblock on first and second floors and the rooms on the third floor were painted. The need of painting was pointed out in the recommendations of report made February 14th.

5. The existence of a contract between the Board of Supervisors of the county and the sheriff, permitting the sheriff to use the inmates of the jail on his own farm for consideration of \$50 per annum was brought to the attention of the Prison Commission by the Prison Association. It was decided that a contract of this kind was illegal and notice was served by the present Commission on the Board of Supervisors to discontinue the same.

#### KINGS COUNTY JAIL, BROOKLYN, N. Y.

(For civil prisoners only).

INSPECTED BY PHILIP KLEIN, SEPTEMBER 28, 1914, TIME 10:20 TO 11:45 A. M.

Census: 12 men and 2 women.

The capacity of this prison is: Male 24, female indefinite: several rooms, capacity 4-8.

The civil prison of Kings County Jail has occupied its present quarters for a short time only. It formerly occupied part of a floor in the City Prison building in Brooklyn. It is still on the site of the prison grounds and a number of the windows open to the yard of the City Prison.

The civil prison occupies one corner of a large square constituting the grounds of the City Prison. There are three floors, as follows:

The first floor contains the office, a toilet, kitchen and dining-room. The windows of all but the kitchen face the jail yard. The kitchen opens from the dining-room and faces the street. On the same side, a stairway leads to the next floor.

The second and third floors are somewhat similar in construction. They each consist of two parts, one containing rooms, the other containing the cellblocks. On the second floor, the cellblock consists of 8 cells, back to back, 4 in a row. Four of them face the corridor, lighted by windows opening into the jail yard. The four others face windows on the street. The corridor for the cellblock on this floor continues around three sides of the cellblock. The toilet and bathroom are in the corridor. As the occupants are civil prisoners, they are not restricted to their cells but are allowed the freedom of the corridor.

One large room on this floor is set aside for hospital purposes in case of need.

On the third floor the part devoted to rooms is used as a female department. One of these is used by the matron. The cellblock here does not have a continued corridor, so that one-half can be used for women in case there should be a large number of them, while the other side can still be used for men.

Additional toilets and bath occupy the part which on the floor below is used as a corridor.

The lighting on all these floors is not quite satisfactory. For the cellblock portion there are only two windows on each side; also the color of the paint is somewhat too dark. In the women's bathroom the wall has a stucco finish.

The cells in the cellblock are 7 feet by 7½ feet by 9 feet. There are two bunks to a cell, each bunk provided with blankets, pillow cases and sheets. There is also a stool in each cell, and a wire-screened electric light. The floors are concrete. The color of the paint is tan.

Heat is supplied from the City Prison, light by the Edison Company. The toilets were in good condition and the whole jail was found to be perfectly clean. Doubling-up is found necessary.

There is no laundry in connection with the jail. Laundering is done on the outside.

The inmates on the day of inspection were twelve men and two women:

Of the men the causes of commitment were:

Alimony cases.....	5
Contempt of court.....	1
Supplementary proceedings.....	1
Breach of promise.....	1
Debt.....	1
Material witnesses.....	3

One alimony prisoner was in the Kings County Hospital. The two female prisoners were both material witnesses.

The furnishings of the jail were provided through the Prison Commission by the State Prison Department. The bookkeeper, who gave most of the information regarding the jail, complained that a very inferior quality of material was furnished.

The staff of the jail is as follows:

Sheriff, Louis M. Swazy.....	
Warden, Richard M. Wright (performs night duty).....	\$5,000 per annum
Deputy warden, Chas. M. Francis (performs day duty).....	2,000 "
8 keepers, at \$1,200 (they work on eight-hour shifts, two at a time, and two doing relief work and court duty).....	9,600 "
Bookkeeper, M. B. Yarrington (duty eight hours).....	1,500 "
1 cleaner (male).....	750 "

1 cleaner (female).....	\$750 per annum
2 cooks at \$500.....	600 "
3 matrons at \$1,000 (eight hours, seven days per week).....	3,000 "
Total.....	\$41,200 "

The physician is Dr. H. C. Harris, who receives \$2 per visit, and comes when he is called. All employees are entitled to one meal a day, and the warden to two meals and a room. The matrons have one room. The chaplain of the city prison comes in once or twice a week. No regular services are held. The bookkeeping in the jail was found to be excellent. Daily records are kept well.

Financial accounts, bills, etc., are filed in easily accessible places, in good order.

The expenditure for food between January 21st and August 31st, or a little over 7 months, was given as \$1,582.49. The allowance for food for 1914 was \$3,500.

The census is carefully kept, not only of the number of inmates daily, but also of the number of meals served.

The following tables were obtained as examples of the form in which the information kept is available:

#### AVERAGE DAILY CENSUS.

January.....	12	1/31
February.....	9	3/14
March.....	11	30/31
April.....	15	5/6
May.....	18	21/31
June.....	10	13/30
An average of 12.6.		

Another table gives the following information:

	Jail days	"Help" meals	Prisoners, meals
May.....	579	427	1,601
June.....	313	393	806
July.....	321	430	901
August.....	375	449	1,070

It is unfortunate that the jail had to be built within walls already standing, so that its construction had to be subject to the already existing floor conditions. The jail is not ideal, but it is fairly good, considering the difficulties under which it was built.

#### RECOMMENDATIONS MADE.

1. The stucco finish in the women's bathroom should be changed to a smooth surface and painted.

2. An exit should be provided from the civil jail to the jail yard, so as to enable civil prisoners to obtain fresh air. We understand there has been some attempt made to reach an agreement with the Commissioner of Correction. Prisoners are at present deprived of what is furnished before their very eyes to prisoners charged with criminal action.

#### LEWIS COUNTY JAIL, LOWVILLE.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
July 21, 1914	E. R. Cass.....	5	1	0	0	6

The capacity of the jail is as follows:

Adult males.....	6 cells
Adult females.....	2 "
Minor females.....	With adults
Minor males.....	2 cells

The sheriff of the county is S. S. Stoddard, who works under the fee system.

The jail is a very small brick structure about forty-eight years old. It is built onto the sheriff's residence. There is one stone cellblock, two tiers in height. The cells are of the vault-like type with no system of ventilation and are inadequately lighted. The cells of the lower tier rest on the ground and in warm weather there is much moisture on the side walls. The juvenile male department is directly above the section intended for prisoners serving sentence and communication is very easy. The female department is on the other side of the cellblock and is directly above the section reserved for male prisoners awaiting action of the grand jury. Communication here is also very easy. As a matter of fact, the jail is so small that a prisoner in any part is within easy hearing distance of prisoners in any other part. The equipment throughout, such as bathing and toilet accommodations, beds and bedding is inadequate and very badly worn. At the time of the above inspection it was stated that the bedding now in use had positively been in service since 1912 and how long before that was not known.

The general cleanliness of the jail at the time of the last inspection was not satisfactory. It was said that the jail has not been painted while the present sheriff has been in office.

## RECOMMENDATIONS MADE.

1. A new jail is badly needed and the Board of Supervisors should acquaint themselves with this need and take steps toward the erection of a new one, somewhere on the outskirts of the village, so that a farm can be maintained in conjunction with it. The physical makeup of the present jail jeopardizes the health of prisoners and does not permit proper separation and classification of prisoners. Most serious of all is the fact that females cannot be properly separated.

The following recommendations are made with a view to temporarily making the present jail a fitting place in which to house prisoners.

2. Bathing facilities should be installed on the first floor so that it will not be necessary to bring the men on the lower floor up to the so-called second floor in order to bathe. It is now necessary to bring the men through the juvenile department, which in every respect is very undesirable.

3. A sufficient supply of clean new bedding should be purchased. This recommendation should not be looked upon as a move to furnish the prisoners with unusual comforts or luxuries. The county authorities should not bring shame upon themselves by permitting the standard of cleanliness and equipment to sink to the level of a man who reverts to the crudest and roughest manner of living.

4. The interior of the cells, the cellblock, and the exterior of the walls of the jail should be thoroughly cleaned and then repainted a bright color. The use of whitewash should be avoided. Oil paint of a cream color—almost a white—will improve the appearance considerably.

## PROGRESS MADE DURING THE YEAR.

The term of office for the sheriff at the time of the last inspection expired December 31, 1914. The new sheriff will take office on a salary basis, thus ending the existence of the fee system in this county.

The discontinuance of the fee system was recommended in our report of October 1, 1913.

## LIVINGSTON COUNTY JAIL, GENESEO.

Inspected — By — Population.  
May 16, 1914 E. R. Cass. . . . . 7 adult males.

The capacity of the jail is as follows:

Adult males. . . . .	14 cells
Adult females. . . . .	4 "
Minor females. . . . .	With adults
Minor males. . . . .	4 cells

The newly elected sheriff is George H. Root.

The jail is a modern two-story fireproof structure built onto the sheriff's residence. There is a steel cellblock on the first floor and on the second floor a small steel cellblock and two hospital rooms. Each cell is equipped with an iron hinged bed, a toilet in a niche, and a set washbasin. The bedding consists of mattress, blankets, sheets and pillow cases. There are shower-baths for bathing. The jail is heated by steam and lighted by electricity. A highly satisfactory condition of cleanliness prevailed at the time of the above inspection. The population is usually small. The village of Geneseo uses the county jail as a village lockup. This practice is undesirable. It makes discipline in the jail difficult and also tends to bring about uncleanness.

## RECOMMENDATIONS MADE.

1. The village of Geneseo should have a lockup of its own.

## PROGRESS MADE DURING THE YEAR.

1. Since the last inspection of the previous year the interior of the jail has been repainted. This work was done by inmate labor and cost the county for material approximately \$20.

## MADISON COUNTY JAIL, WAMPSVILLE.

## Population.

Inspected —	By —	Population.				Total.
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	
Jan. 19, 1914	E. R. Cass. . . . .	28	0	0	0	28
Nov. 16, 1914	E. R. Cass. . . . .	15	0	0	0	15

The capacity of this jail is as follows:

Adult males. . . . .	24 cells
Adult females. . . . .	6 "
Minor females. . . . .	6 "
Minor males. . . . .	8 "

The jail is under the supervision of a sheriff, John Bendster, who is assisted by a jailer and a matron.

The jail is a three-story brick structure of modern design. It is lighted by electricity and heated by steam. Plenty of light and air can come through the large windows in the side walls. These windows extend practically the full height of the building. While the building is fireproof, there is one danger, namely, the wooden stairway which is the only means of access from floor to floor. This stairway is located in the hallway which separates the sheriff's residence from the jail. There is a large steel cellblock on the first and second floors, and on the third floor there is a cellblock with six cells on a side, occupying about three-quarters of the entire floor, and in the rear there are two separate hospital rooms. Each cell is equipped with water-closet, set washbasin with running water connections, and an iron hinged bed. The bedding consists of ticks filled with straw, mattresses and blankets; for women there are sheets and pillow cases as well.

There is a jail yard off to one side of the building, but it is not frequently used, because an improvised ice shed in one corner would make it easy for prisoners to get over the wall, and, furthermore, the bars on the windows, which are close to the ends of the wall, would make it easy to get over the top of it.

At the time of the inspection of January 19th the jail throughout was in a clean and orderly condition.

The bowls in the toilet were badly stained and the ironwork around the top of the bowl badly rusted.

The interior walls of the cells were marked with pencil drawings. The ironwork of the cells and the ceilings showed very much the need of repainting.

At the time of the inspection of November 16th the condition of cleanliness throughout the jail was satisfactory.

#### RECOMMENDATIONS MADE.

1. The ironwork inside of the jail should be painted a bright and serviceable color.
2. The tracks in which the cell doors run should be kept free from water and dirt.
3. Some other place should be found for the ice house, so that it will be possible to give the prisoners the benefit of the jail yard.
4. The wooden stairway should be replaced by an iron one. A modern type of fire extinguisher should be installed.

5. Three meals per day and extra rations for workers are recommended.

6. In order to save the county the expense of installing new toilet sections in the cells, some steps should be taken to check the progress of rust. First of all, the doors of the niches should be permanently removed. The following plan has been tried in many cases with success: The base of the niche should be filled with a layer of cement; the layer should be high at the ends and gradually slope down toward the opening in the bowl so as to insure proper drainage. It is useless to lose time in painting this section with the hope of overcoming the rust, which makes an unsanitary condition.

At the time of the inspection of November 16th a survey was made in order to ascertain the possibilities of employment of the inmates.

The great evil existing in the jail is the deplorable idleness. The sheriff usually employs, for a few hours daily, about seven prisoners to clean the county buildings, and work in a small garden during the summer and also on the lawns. The garden consists of about one acre and is rented to the county for \$8 a year. A small supply of vegetables is produced.

It is important, both to the county and the prisoners, that the Board of Supervisors establish some kind of employment for them. Section 93 of the County Law authorizes the supervisors to use jail labor. The small garden has given satisfactory results and forms the nucleus for a larger plan of employment. Adjacent to the jail is a large farm which might be obtained by the county and used as a jail farm. St. Lawrence County has maintained a jail farm for the past two years with considerable success.

The latter county has been able to produce sufficient to practically repay the county for the cost of the farm, and, furthermore, has reduced the weekly per capita cost of boarding the prisoners from \$1.46 to \$1.27 during the past two years. Also there has been a noticeable decrease in the jail population. This farm consists of sixty acres and is managed under the direct supervision of the sheriff who is assisted by a turnkey. The farm is about a mile from the jail.

At the present time the rooms in the cellars of the courthouse and the jail of St. Lawrence County are filled with

vegetables raised on this farm and in sufficient quantity to maintain the prisoners until the next crop.

In conjunction with the farm in Madison County a stone-crushing plant could be established to provide work for the prisoners when there is no available work on the farm. This cracked stone can be transported to the various parts of the county to be used on the highways. It is not practicable to employ the prisoners on the highways in this county because the county-seat is located at one end of the county. In order to carry on work of this kind it will be necessary to set up road camps. For prisoners who are on very short sentences, of four or five days, transportation to far-off camps would not be feasible, whereas with the farm near the jail the prisoners would be under close supervision.

If the farm were properly managed and the prisoners wisely employed, within a short time the farm plan should be on a paying basis.

In sending a man to jail, the first purpose is to protect society, the second purpose to bring about reformation in the individual if possible. Reformation is impossible if the chief factor in the jail life is idleness. Therefore, with the present unintelligible system, the taxpayers are burdened with a weekly per capita cost for maintenance and are tolerating a system which manufactures criminals who ultimately become a greater financial burden to the county and State. If work were available, the taxpayers would be repaid to some degree for the cost of maintenance and would help the prisoners toward reformation.

#### PROGRESS MADE DURING THE YEAR.

The sheriff has finally succeeded in getting permission to purchase material so that the ironwork of the jail can be painted. The need of painting has been emphasized in our previous reports.

#### MONTGOMERY COUNTY JAIL, FONDA

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
Jan. 19, 1914	E. R. Cass	38	0	0	0	38
July 27, 1914	E. R. Cass	16	0	0	0	16
Nov. 20, 1914	Philip Klein	32	0	0	0	32

The capacity of the jail is as follows:

Adult males	59 cells
Tramp room contains	14 beds
Adult females	5 cells
Minor females	With adults
Minor males	3 cells

The staff consists of the sheriff, Ernest Kurlbaum, a jailer, and a male cook. There is no permanent matron. It was said that a matron is engaged when women are detained in the jail.

The jail is a new three-story brick fireproof structure built onto the rear of the sheriff's residence, which is an old structure. It has good exposure on three sides. The outside windows extend almost the full height of the building; they are 6 feet in width. There are nine windows on the west side, three windows on the south end, and nine windows on the east side. The sections of the windows on each floor work on the up-and-down sash plan. The sash frames are filled in with ground glass. Electric lights and heating pipes are installed in the outside corridors on each floor.

Access to each floor of the jail is had by an iron stairway which is located in the space between the sheriff's office and the jail proper.

The first floor contains a steel cellblock, painted an aluminum color. The cells face back to back and are separated by a utility corridor which extends from the basement all the way to the roof. Ventilating turrets on the roof permit air to enter the utility corridor. There are no suction fans.

On each side of the cellblock there are fifteen cells on the first floor. Each cell is 8 feet by 6 feet by 8 feet and is equipped with one iron hinged bed, a water-closet in the niche, set wash basin with cold water attachment, a stool and a small cabinet for toilet articles and other private paraphernalia. There are also clothes hooks on the walls of the cells. The floors of the cells are of concrete; the fronts are entirely of bars. The doors work on the slide system and are operated from one end by an automatic contrivance. Hanging upon one of the clothes hooks in each cell was an individual towel. Each bed was equipped with a new mattress, new blankets, new sheets and new pillow case. At the time of the inspection the jail had only been in use for about one week. It is hoped that the complete condition of cleanliness found in the cells, throughout, will continue.

The inside corridor is 4 feet 3 inches wide by 90 feet in length. These dimensions are the same on the second floor. The inside measurements of the jail are 39 feet by 100 feet. The approximate cost of the building was \$56,000.

The floors of the corridors are of red cement. The side walls are of light grey cement, with stucco finish. In each corner, first floor, of the south side of the jail there is a shower-bath compartment. The floor of each compartment is on a dead level with the floors of the corridors. The result is that when the baths are used, the water does not drain off quickly enough and flows out into the corridors. It is necessary to station a man in the corridor with a broom to sweep the water into the shower-bath compartment. This condition is unfortunate and will probably hinder the use of the bath compartments.

The second floor is similar in construction, with these exceptions: There are thirteen ordinary cells on each side of the cellblock, and on the south end, one cell on each side is made into a shower-bath compartment. On the north end of the cellblock, similarly located, there are two padded cells.

The third floor is divided into many sections. On the west side there are three separate sections and one hospital room. The fronts of these sections are entirely barred and are separated from the side wall by a corridor four feet in width. Communication between the various sections cannot be had easily because of the iron partitions in the corridors.

There are similar sections on the east side of the jail which are separated from those on the west side by a utility corridor. In the north end corridor there is a partition with a doorway in it. There is a separate entrance into each section on the third floor from the corridor in which the stairway is located.

Both hospital rooms are located at the extreme south end of this floor. The rooms are large and well lighted. The one on the west side has three windows, the one on the east side, four. Each is equipped with separate bathtub, water-closet and set washbasin. The bathtub in each room is partitioned off so that prisoners can bathe with privacy.

Each room can hold approximately six or eight iron cot beds.

At the time of the inspection there were two cot beds in the west side hospital room and four cot beds in the east. The other equipment consists of stools and cabinets. The bedding here was also found to be new and immaculately clean.

Two of the three compartments on the west side are equipped with four iron hinged beds in each; also a separate shower-bath compartment, toilet, and a washstand with running water connection.

The one on the north end is equipped with three iron hinged beds; also a water-closet, washbasin and a shower-bath.

On the east side, directly off the hospital room, there are three cells intended for male adults with contagious diseases. These cells are deeper and narrower than the cells on the floors below. They are each equipped with iron hinged bed, water-closet and set washbasin. There are partitions in the corridors so that prisoners cannot communicate with those in the other sections.

Adjoining this section are three cells reserved for boys. These cells are equipped with one iron hinged bed in each, a water-closet and a set washbasin.

In the juvenile department there is also a shower-bath compartment. Adjoining the juvenile department, and separated by a partition in the corridor, is one large cell with four iron hinged beds in it, and a compartment in which there is a shower-bath and water-closet; there is also a set washbasin in this cell. It was said that prisoners incarcerated on civil charges are detained in this cell. At the time of the inspection the one prisoner held on a body execution was detained here. The bedding was found to be immaculately clean and the prisoner was supplied with a towel.

On the east side of the basement is the kitchen which is equipped with a sink, a coal range, but no stationary cooking utensils. Adjoining the kitchen is a pantry, and on the southeast corner of the basement a room which will be used as a laundry; as yet it is not fully equipped.

The side walls in the basement are of brick, with no additional finish. The floors are of cement.

On the east side of the jail, northeast corner, there is a large room which will be used for intoxicated persons and as a kind of reception room. This room would be better suited for the purpose if it were equipped with bathing accommodations. Adjoining it is a small compartment containing a passageway to the room on the extreme south end and also a toilet room. The room on the extreme south end, it was said, will be used for the overflow of "short-termers." At the time of the inspection there were many iron cot beds in it, but it was said that these are not used. Their presence was accounted for by the jailer who said that they had been used temporarily by men working upstairs.

There are eight windows on the east side of the jail in the basement and nine on the north side and two windows on the south end. These windows are, approximately, 5 feet by 3 feet.

On the extreme north end, and separated from the rooms described above, are two rooms. In one room there is a hot-water heating apparatus and in the other it was said there will be installed a fumi-

gating apparatus. At the present time it is used for storing the clothing belonging to inmates. The jailer said that each inmate must remove his clothing and have the same placed in a bag. This bag containing the clothing is stored in the room. When the fumigating apparatus is set in operation all clothing will be fumigated.

Prisoners are supplied with shoes, overalls and jumpers when in the jail.

On the east side of the building there is a jail yard, 100 feet by 42 feet, with an exit in the south end and one on the north end. Prisoners can be let into the jail yard from the doorway in the basement or from a doorway on the first floor.

At the time of one inspection fourteen out of the sixteen serving sentence were working outside of the jail, laying concrete walks, cleaning the county buildings, and looking after the county grounds.

The wall of the jail yard is approximately twenty feet high. It would not require very much effort for prisoners to get over the section of the wall which is close by the stairway leading up to the first floor of the jail.

At the time of the inspection of January 19th the basement of the courthouse was still in use as a temporary jail. The condition of cleanliness was fair. The equipment, such as blankets and mattresses, was in badly worn and unclean condition.

At the time of the inspection of July 21st the new jail was in use and a satisfactory condition of cleanliness and order prevailed. At the time of the inspection of November 20th there was a slight infraction of the laws relative to the classification of prisoners.

#### RECOMMENDATIONS MADE.

1. The stucco finish of the side walls should be smoothed and painted over to make it sanitary.
2. The toilet in the basement and the drawers in the kitchen closets should be kept clean.
3. A clothing fumigator should be provided.
4. The beds in the cells should not be made up, nor should any bed clothing be left in the cells when unoccupied. A complete set of clothing should be given to each prisoner and removed after his discharge.
5. Tables should be set up in the large room in the basement and prisoners should eat their meals at these tables, instead of in their cells as at present.

6. Some one room on the top floor should be set aside as a reception room where all prisoners should be received, bathed and examined by the physician before assignment to their proper tiers.

7. Perhaps most important of all, at least one additional guard should be employed and both his and the jailer's salaries should be paid independently by the county and not by the sheriff from his salary.

8. It is urged that the road work in the spring be begun as early as practicable.

At the time of inspection of November 20, 1914, a survey was made of the possibilities of employment for the inmates of the jail serving sentence and the following recommendations were made:

The county superintendent of highways should be entrusted with the organization of the labor of the prisoners on roadways. Applications of the towns should be considered through his department, and arrangements for the contribution by the various towns for the maintenance, guarding and transportation expenses for prisoners employed on their roads should also be made through the county superintendent of highways.

In order to supply labor for the winter months the county superintendent of highways should be empowered and directed to locate a quarry favorably situated with respect to the jail and to the railroad, to make the necessary arrangements for such quarry, and for the lease or purchase of proper machinery to be installed in the quarry, and should organize and supervise the stone-crushing industry to be undertaken by the county for its prisoners, at least during the winter months. Such a plan will be found to work out to the interests of everybody concerned, as it has worked out successfully in other counties, notably in Onondaga County.

While the steps taken by the Board of Supervisors for the employment of its prisoners in the town of Mohawk during the coming year is certainly a long step in this direction, we wish to emphasize the necessity of furnishing employment to the prisoners for the winter season as well, and therefore urge the adoption of the plan for stone-crushing on a large scale.

By the adoption of this double plan of road work and



stone-crushing, it will be possible to employ a large enough number of prisoners to make the sending of any of them to the Albany County Penitentiary unnecessary.

#### PROGRESS MADE DURING THE YEAR.

1. Montgomery County now has a new, large and well-equipped jail.

2. A request has been made by the supervisor of the town of Mohawk for the use of jail labor on the highways in that town. This request was granted, as shown by the official record of the Board of Supervisors.

#### MONROE COUNTY JAIL, ROCHESTER.

Inspected —	By —	Population.				Total.
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	
May 16, 1914	E. R. Cass.....	52	0	2	0	54
July 23, 1914	E. R. Cass and Committee appointed by Board of Supervisors.	40	4	0	0	44

The capacity of the jail is as follows:

Adult males.....	84 cells
Adult females.....	2 rooms
Minor females.....	With adults
Minor males.....	15 cells

The sheriff is George R. Brown, filling an unexpired term. He is assisted by two jailers, one watchman, one assistant jailer (who also assists in cooking), two engineers, two female cooks, one porter, one laborer and one matron.

The prisoners serving sentence are not detained at this jail, but instead are sent to the county penitentiary.

The jail is a fairly large institution and consists of three parts, two of which are of antiquated design. The pit section contains a large number of cells, all of which are poorly lighted and poorly ventilated. The juvenile and female sections on the floors above are non-fireproof and poorly lighted and are inadequately ventilated. The new addition to the jail is of modern design. The cells in this part are well lighted and ventilated. The bedding in the main section consists exclusively of blankets. In the female section there are iron cot beds equipped with mattress, blankets, sheets and pillow

cases. The cells in the new section are equipped with water-closet, set washbasin and an iron hinged bed. In each cell of the pit section there are also an iron hinged bed and a water-closet. In some of the sections on the upper floors there are iron cot beds in the cells. The two bathrooms each contain a shower-bath and tub and are used by all prisoners in the new and old prisons. They are situated on the lowest tier of the old prison. There is a jail yard; the top of this is screened with steel wiring to prevent escape and communication.

At the time of the inspection of May 16, 1914, a very unsatisfactory condition with respect to the management and cleanliness of the jail prevailed. The floor of the pit, the galleries, the stairway, the beds, bedding and the toilets, were found in a very dirty condition. In some of the upper cells of this section, food was strewn on the floor, also peelings from fruit. A similar condition of uncleanness prevailed on the upper floors, except the female section. In some of the corridors, food and paper were scattered about and in very few instances did the prisoners have their beds properly made. There was no matron on duty. It was explained that the regular matron was ill. Nevertheless, another female member of the staff should have been in charge of the female department. The cells in the new section were untidy and in many instances the walls were decorated with improper pictures.

The jail office is very small and at the time of the inspection was crowded with many persons, some of whom had no particular business in the jail. There seemed to be general confusion and the jailer in charge did not seem to be master of the situation. There was no evidence of careful search of visitors or of careful inspection of the articles brought into the jail. The general spirit of the office was decidedly unbusinesslike. The laws relative to the classification and separation of minors and adults were not strictly observed.

The Board of Supervisors, subsequent to the receipt of a report of the inspection of the above date, requested that the inspector make another inspection of the jail, together with a committee appointed by the board, so as to point out the grounds for the severe criticism in the previous report. On July 23d a joint inspection was made with the supervisors' committee and the condition of cleanliness throughout the jail was unsatisfactory. The members of the committee agreed with the inspector that there were sufficient grounds for the severe report and requested that he submit a special set of recommendations to be used as a guide in improving conditions.

## RECOMMENDATIONS MADE.

1. Uncleanliness is unpardonable and warrants severe criticism. The jail has a very large staff and one member of the staff might well be used solely to supervise the prisoners, so that at least a reasonable amount of cleanliness can be had in the pit section and on the floors above.

2. A better system should be devised for supervising visitors to the jail.

3. The cells in the pit section should be used only in cases of overcrowding. Even if the cells are not used, they should, nevertheless, be kept clean.

4. Prisoners should be compelled to keep their cells clean and free from rubbish and paper. They should not be permitted to decorate the walls and ceilings with obscene pictures and other worthless decorations; prisoners should be taught to exercise proper care of their beds and bedding.

5. The practice of assembling prisoners in the pit section during meal time should be discontinued.

6. In order to avoid placing the male employees in embarrassing predicaments, and to properly protect female prisoners, a matron should be on duty or in the building at all times. If the matron is ill, some other salaried female of the staff should take over the responsibilities of the matron. The keys of the female department should only be in the possession of the matron and the sheriff.

7. The appearance of the pit section could be greatly improved if the ironwork were painted.

8. The utility corridor in the rear of the cells on the upper floors of the jail proper should be kept free from dirt, rubbish, etc.

9. The reception room of the jail should not be used as a "time-killing" place for people who have no particular business at the jail. The routine of the jail and office would be greatly improved if a more businesslike and dignified spirit were adopted.

10. Thoroughly clean the window sills in the new and old sections and keep them free from dirt and rubbish.

11. Furnish pillows and mattresses for the prisoners and supply each new prisoner with fresh bedding.

12. Install electric lights in the section where the stairway leading to the upper gallery of the pit section is located.

13. Do not permit lawyers to visit clients, or prospective

clients, in any part of the jail. There should be one special place for such visits and an attendant should be in the room, or section, all of the time.

## PROGRESS MADE DURING THE YEAR.

1. The official records of the Board of Supervisors show that the charges of uncleanliness and poor management made in the report of May 16, 1914, were sustained by unanimous vote of the board.

2. The jail yard has been safeguarded against escape so that now prisoners can be let out for exercise.

3. Prisoners are not permitted to decorate the walls of the cells with questionable pictures. The walls of all the cells were free from decorations at the time of the joint inspection.

## NASSAU COUNTY JAIL, MINEOLA.

		Population.				Total.
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	
Jan. 12, 1914	E. R. Cass	62	1	4	0	67
June 1, 1914	O. F. Lewis and E. R. Cass	51	0	14	0	65
Sept. 9, 1914	E. R. Cass and Philip Klein	37	0	10	0	47

The capacity of the jail is as follows:

Adult males.....	27 cells
Tramp room.....	Accommodations for 40 men
Adult females.....	7 cells
Minor females.....	7 "
Minor males.....	9 "

The sheriff is Stephen P. Pettit who is assisted in the jail by a warden, an assistant warden, five keepers, one cook, and a matron.

The jail is a one-story stone structure, consisting of two separate wings. One wing is used for the detention of female prisoners and the other for the detention of males. In the wing for the detention of female prisoners there is a steel cellblock, with cells arranged back to back, separated by a utility corridor. This wing is well lighted and can be well ventilated. The cells are equipped with iron hinged beds, toilet accommodations and running water. In the wing used for the male prisoners there is also a steel cell-

block, two tiers high. These cells are equipped with iron hinged beds, toilet accommodations and running water. There are shower-baths in both wings for bathing. There is one padded cell; this is kept in the tramp room in the basement. The equipment in the tramp room consists of wooden boards supported by a steel frame. These boards are placed close together, making one continuous surface almost the full length of the room. The bedding consists of mattress, blankets, sheets and pillow cases for both male and female prisoners, excepting in the tramp room where only blankets are furnished. The jail is well heated by steam and lighted by electricity. There is a jail yard, but the prisoners are not permitted regular outdoor exercise. There is a stone shed, but stone-crushing is not carried on to any great extent. There is also a small farm; the quantity of vegetable products from this farm was said to be satisfactory.

At the time of the inspection of January 12th, a fair condition of cleanliness prevailed in the male section. In the female section the condition of cleanliness was, as usual, very satisfactory. The lack of privacy, overcrowding, and the unsanitary condition of the tramp room were pointed out.

At the time of the inspection of June 1st, the condition of cleanliness was not altogether satisfactory. The laws relative to the separation of minors were violated. At one end of the female department a colored woman was sitting on a washtub directly in front of an open window. It was quite evident that she was attracting the attention of two male prisoners who were sitting in the doorway of the garage directly outside the window.

At the time of the inspection of September 9th, a satisfactory condition of cleanliness and order prevailed in all parts.

#### RECOMMENDATIONS MADE.

1. The toilet seats in the male department are in a badly rusted and worn condition. This is not only repulsive to the sight but also presents a serious condition from the standpoint of sanitation. There are two ways to deal with this unfortunate situation; one is to scrape the seats down to the raw iron and then apply a heavy coat of red lead before putting on the finish coat of paint. Another way would be to apply red lead to the ironwork around the top of the bowl of the toilet and then put on a layer of cement sufficiently thick to come up to the level of the oval-shaped plate which is on the top of the bowl. It might be well to have the layer of cement thick on the

ends and gradually diminish as it nears the center in order that water may drain directly into the bowl. If this toilet condition is not remedied immediately the county will find it necessary sometime in the near future to expend a much larger amount of money in order to remedy a neglected evil.

2. A new supply of bedding should be distributed throughout the entire jail. During the day the bedding, after having been sufficiently aired, should be folded and placed at one end of the bed. Prisoners should not be permitted to lounge on the mattress and bedding during the day.

3. The entire interior of the male section should be painted a bright and serviceable color. The plaster work in the tramp room should be repaired. A new toilet seat is necessary for the bowl of the toilet in the tramp room.

4. It is entirely wrong to have the padded cell in the tramp room. While this cell is not very often used, it is, nevertheless, an absolute necessity. It is mostly used at present by prisoners who become dissatisfied with the accommodations in the gallery. In the event of an insane person being placed in this cell, it would mean that the entire population of the tramp room, which, as above stated, is usually the major part of the entire population of the jail, would be disturbed. Furthermore, the crevices in the padded cell serve as a housing place for vermin.

5. It is often found impossible to keep juvenile prisoners properly separated in the male wing of the jail. One side of the cellblock in the female wing is seldom, if ever, used for the detention of prisoners. The cells in this section are more frequently used for the storage of mattresses, etc. With the installation of proper partitions, it would be possible to transform this section into a juvenile department.

6. The matron should be on duty at all times, and under no circumstances should male persons be permitted to go into the female department unless accompanied by the matron.

7. Strict supervision should be exercised so as to prevent male prisoners who are working in the yard from attracting the attention of the female prisoners. The window panes at the end of the female cellroom should be made translucent.

8. The sheriff and warden should insist upon cleanliness and tidiness in the cells and the corridors. Rubbish and sweepings should not be permitted to accumulate in the cells.

9. The small farm should be steadily developed so that it will ultimately provide active work for practically the entire population of the jail. With the assistance of so many keepers as are attached to this jail it should not be difficult to employ and supervise the prisoners outside of the jail. In one county of this State a ninety-acre farm is worked and the supervision of only one keeper is necessary.

#### PROGRESS MADE DURING THE YEAR.

1. The toilets in the cells have been repainted. Interior of jail has also been painted. The need of painting and repainting was pointed out in recommendations of previous reports.

2. The tramp room in the basement has also been repainted. This need was also pointed out in previous reports.

3. Additional land has been acquired for the farm. It was recommended in a previous report that the farm be further developed.

4. Curtains have been hung in the windows so that female prisoners cannot attract the attention of male prisoners on the outside. The need for this improvement was brought to the attention of the authorities in a report.

#### NIAGARA COUNTY JAIL, LOCKPORT.

		Population.				
		Male.		Female.		Total.
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	
Mar. 14, 1914	E. R. Cass.....	87	7	3	0	97
Dec. 11, 1914	E. R. Cass.....	70	3	3	0	76

The capacity of the jail is as follows:

Adult males.....	37	cells
Minor males.....	9	"
Adult females.....	3	"
Minor females.....	3	"

The jail is under the supervision of the sheriff, D. W. Daly. He is assisted by a jailer, an assistant jailer, and a matron.

The jail is a stone fireproof structure. The first floor, "court section," contains eleven cells. These cells are arranged on the cage plan, with the fronts of the cells facing a central corridor. A fair amount of light enters through the back of the cells but the central corridor is practically dark.

There are two beds in each cell of the section and doubling-up is practically necessary at all times. The toilets are in an antiquated type and are in a badly worn and rusted condition. The dark central corridor brings about an unfortunate condition; here the prisoners commingle daily, during the long periods of time between the grand jury sessions.

The east wing of the first floor is made up of two sections, with an iron steel cage in each. The fronts of the cells in both sections face the solid side walls separating the two sections. This makes the corridors, in which the prisoners have to spend much time, devoid of much light.

The toilet conditions are similar to those in the court section. On the second floor, in the part directly above the court section, is a steel cage of similar design to the one in the court section, containing thirteen cells. The toilet conditions, the dark central corridor, and the necessary doubling-up, make conditions unsatisfactory. On the third floor, directly above this section, is another section similarly equipped and designed.

Adjacent to the section on the second floor and directly above the court section is a room with a cage containing one cell; known as the solitary cell, this is used as a means of discipline. The room is well lighted and can be well ventilated.

The hospital ward contains two large iron beds. The section in the west wing, second floor, contains an iron cage in which there are three cells. These are used for trusteris. The east wing of the second floor is made up of two sections, similar in design and equipment to those above described on the first floor. The same undesirable features exist in this part. There is a jail yard, but unfortunately it is not used.

At the time of the inspection of March, 14, 1914, the floors of the cells and corridors and the stairways were satisfactorily clean. The bedding was found to be badly worn. The management complained of the difficulty of keeping the jail free from vermin.

At the time of the inspection of December 11, 1914, a satisfactory condition of cleanliness existed in all sections excepting the one

in which the juvenile prisoners were detained. The floors of the cells in this section were unwepst and the beds unmade. In many instances it was found that the beds were insufficiently supplied with blankets.

#### RECOMMENDATIONS MADE.

1. A laundry should be installed, both for economy and for the sake of better facilities for keeping the prisoners clean.
2. Crockery should be used instead of tinware.
3. A padded cell is necessary. A cell of this kind protects the prisoner from his own violence and in many cases gives little chance for unwarranted suspicion of brutality on the part of the management.
4. Prisoners should not be chained when going to work on the stone pile. Two able guards ought to be sufficient protection against escape.
5. The washstands and water-closets should be replaced by new ones.
6. In some part of the jail there should be a room to be used for the purpose of keeping prisoners a day or so subsequent to their admission to the jail, in order that they may be cleaned before being assigned to the jail proper.
7. The placing of two prisoners in a cell should be abandoned. This practice tends to demoralize.
8. The keys to the female section should always be in the possession of the sheriff or the matron, and males should not be admitted to the female section unless the matron is present.
9. The jail yard should be used to give all the prisoners daily outdoor exercise. Irrespective of a man's character, he is always a human being and should be treated as such. It is horrifying to think of prisoners spending weeks and months at a time in the dark central corridors or in the small end corridors. In many cases the possibility of reforming an individual is lost during the long periods which he has to spend in idleness and in the company of persons of a very questionable character.
10. Straw mattresses with ticks are unsanitary, uncomfortable, and generally unshapely. Cotton mattresses should be substituted, or the iron-frame bottom of the bed can be removed and a canvas bottom substituted.

The plan would be to lace the canvas bottom of the frame to the bed so that it can be frequently removed and washed.

At the time of the inspection of December 11, 1914, a survey was made to determine the possibilities for the employment of the inmates of the jail. At present the county is working its prisoners in a stone quarry. This work is a financial loss to any county in which it is conducted. Orange, Ontario, and Nassau Counties are experiencing the folly of maintaining the stone-breaking industry. Section 70 of the State Highway Law authorizes the Board of Supervisors to seek the co-operation of the town superintendent of highways in the employment of jail inmates on the town and county highways. There is much highway work available in this county and if the stone-breaking industry were correlated with highway work it could be made profitable. That is, during the winter months, stone could be prepared for the highways in the spring. A more suitable plan would be to do the stone-breaking on a larger scale by installing a crusher at the quarry instead of relying on breaking the stone by hand. Section 93 of the County Law authorizes the Board of Supervisors to employ the prisoners in the county buildings, on the county highways, etc. It has been proven by St. Lawrence County that a farm maintained in conjunction with the jail presents a feasible and profitable plan of employment. The jail farm in St. Lawrence County has practically paid for itself in the past two years. Oswego County also maintains a jail farm and in Tioga County the prisoners are employed on the county poorhouse farm. There is an opportunity in Niagara County for the utilization of the old county poorhouse farm. The prisoners could be transported from the jail to the farm daily, or could be lodged in bunk houses built on the farm. This is done in Erie County on the farm at Wende.

#### PROGRESS MADE DURING THE YEAR.

1. The cell used for solitary confinement has been repainted.
2. Shower-baths have been installed in each section, except in the female section. A bathtub has been put in one of the cells in the female section.

3. Sixty additional electric light bulbs are being distributed in the different parts of the jail, especially in the dark central corridors. Dark corridors were repeatedly criticised in previous reports.

4. A hot-water heater has been placed in the basement. In the report of August 29, 1913, it was urged that the installation of this hot-water heater be expedited.

5. A new gate has been placed in the jail yard. The need for this was pointed out in report of August 29, 1913.

6. The jail, it was said, is to be enlarged. This will relieve the congestion and make doubling-up unnecessary. Doubling-up was criticised in previous reports.

#### ONEIDA COUNTY JAIL, ROME.

Inspected—	By—	Population.				Total.
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	
Jan. 19, 1914	E. R. Cass	58	1	1	0	60
May 13, 1914	E. R. Cass	19	0	1	0	20
Dec. 15, 1914	E. R. Cass	17	1	1	0	19

The capacity of the jail is as follows:

Adult males	20 cells
Adult females	5 "
Minor females	With adults
Minor males	5 cells

At the time of the last inspection the jail was under the supervision of W. J. Byrnes. The staff consists of a jailer, a matron and a cook.

The jail is a stone structure built onto the sheriff's residence. On the lower floor there is a solid stone cellblock with two tiers on each side, five cells to a tier. The cells are of the vault-like type, poorly lighted and poorly ventilated. Each is ordinarily equipped with an iron cot bed; sometimes it is necessary to put two and three beds in a cell. The bedding consists of mattress and blanket. The toilet and bathing accommodations are at one end of the corridor. The second floor is accessible by means of a narrow wooden stairway, located in the sheriff's part. On this floor there is a modern-type cellblock, with five cells on each side. One side of the cellblock is used for juvenile male prisoners and the other for female

prisoners. There is no way of separating juvenile male prisoners serving sentence from the juvenile male prisoners awaiting the action of the grand jury. The same is true of the female section, and the conditions are somewhat aggravated by the fact that the juvenile female prisoners must also be detained with the adult female prisoners. There is only one toilet in each section on this floor; unfortunately it is necessary to use buckets in the cells. There are also two hospital rooms on the second floor above the jail office. These rooms are not constructed to insure the safekeeping of prisoners. There is a jail yard, but it is not used. This jail is similar to the one at Utica, except that the population of the Utica jail is usually larger. The inadequate toilet accommodations, the inability to properly separate and classify the prisoners, the necessity of placing three and four in one cell at times, the inadequate bathing facilities, the darkness of the cells, and the inadequate ventilation of the same, are some bad existing features.

At the time of the inspection of January 19, 1914, a satisfactory condition of cleanliness prevailed on the first and second floors of the jail, also in the kitchen, laundry and storeroom.

At the time of the inspection of May 13, 1914, the undersheriff was busily engaged in supervising a general cleaning of the jail.

At the time of the inspection of December 15, 1914, a satisfactory condition of cleanliness and order prevailed.

#### RECOMMENDATIONS MADE.

1. The jails at Utica and Rome are both of similar design and represent an antiquated type as compared with the majority of the jails throughout the State. The county should have only one county jail.

To relieve the present unsatisfactory conditions temporarily the following recommendations are made:

2. The undersheriff should by all means have a paid assistant.

3. Bathing facilities similar to those in the Utica jail should be installed. Two or three people may, to be sure, be able to keep themselves clean with an equipment consisting of a tin tub and a liberal supply of hot and cold water, but this is impracticable for an institution housing large numbers of people.

4. The frail wooden stairway on the second floor is located in the sheriff's section, which is by no means fireproof. The county authorities, in the event of some serious disaster entailing loss of life, would be held responsible.

5. A padded cell is absolutely necessary in every jail. It may not be frequently used, but when necessary its merits can be readily appreciated. It prevents the prisoner from doing himself bodily harm and it removes what might be unwarranted suspicion of brutality on the part of the management.

6. Prisoners should be able to receive visitors in privacy. Unless the management wishes to undertake the unpleasant task of searching visitors, there is danger of contraband goods getting into the jail.

#### PROGRESS MADE DURING THE YEAR.

1. An assistant jailer was appointed to assist the undersheriff in charge of the Rome jail. The need for this was strongly pointed out in reports during the year.

#### ONEIDA COUNTY JAIL, UTICA.

		Population.				
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	Total.
Jan. 20, 1914	E. R. Cass.....	94	2	3	0	99
May 13, 1914	E. R. Cass.....	40	5	3	0	48
Dec. 16, 1914	E. R. Cass.....	71	9	1	2	83

The capacity of the jail is as follows:

Adult males.....	25 cells
Adult females.....	3 rooms
Minor females.....	With adults
Minor males.....	5 cells

The sheriff of the county is W. T. Donnelly who is assisted in the jail by a jailer, a matron and a cook.

This jail is similar in design and construction to the one at Rome and the same objectionable features exist. The conditions are somewhat aggravated because of the larger population. This is quite noticeable in the section which is reserved for prisoners serving sentences. This section is very small, poorly lighted, and poorly ventilated. The cells contain three or four beds and often there are more prisoners than the cells will accommodate. The average population for this section is forty, while the accommodations are for only thirty. At times the population runs as high as seventy

in this section, and the prisoners must sleep on the floor, using newspapers or pieces of blanket as a bed. The atmosphere is made vile because of the personal uncleanness of the inmates and by the fact that they frequently refuse to permit the windows to be opened at night.

The only feature which gives this jail an advantage over the Rome jail is that the bathing facilities are modern and adequate. A particularly serious condition exists in the presence of the wooden stairway leading to the female department. This stairway is old, frail and worn. It was said that the county grand jury has condemned it several times.

At the time of the inspection of January 20, 1914, despite the congested condition of the jail, a satisfactory state of cleanliness prevailed in every part. The question was raised at the time as to the advisability of permitting grand jury prisoners to keep food in their cells. It was noted that crumbs and other food material was strewn about on tables and this perhaps would tend to draw roaches.

At the time of the inspection of May 13, and December 16, 1914, a satisfactory condition of cleanliness prevailed.

The freedom with which the female prisoners commingled and roamed about was quite noticeable. Adjacent to the female section of the jail there are two rooms, one known as the hospital room, and the other used by the cook and his assistant. In view of the fact that the female prisoners are not under the constant supervision of the matron, it would be an easy matter for the male prisoners occupying either one of the two rooms adjacent to the female section to annoy the female prisoners. The female prisoners also have free access to the windows, making communication with people on the outside possible. The seriousness of this situation was brought to the attention of the Board of Supervisors by a special letter in the form of a preliminary report.

#### RECOMMENDATIONS MADE.

1. A jail, sufficiently large to care for the prisoners who are now sent to both Rome and Utica jails, should be built midway between Rome and Utica, near the State road.

In conjunction with this jail there should be a farm which will afford work for the prisoners. With proper supervision, the farm product can be such as will aid in reducing the expenditures of the jail. For prisoners who cannot be trusted on the farm, stone work should be avail-

able. Together with the stone work, road work can be undertaken. Onondaga and Franklin Counties have had considerable success with this kind of work. The county authorities should insist upon every prisoner doing his share of good hard work. The laws require that the prisoners should work, and Section 93 of the County Law authorizes the Board of Supervisors to provide employment for the inmates.

In order to improve the conditions at the Utica jail until the county establishes a better jail and a more intelligent system of dealing with its prisoners, the following recommendations are made:

2. A safe means of getting to the women's section of the jail should be provided. The present wooden stairway is a menace. Fire protection should be assured in the women's section.

3. An adequate laundry equipment should be installed.

4. A padded cell should be installed.

5. New bedding should be distributed among the prisoners.

6. At all times every precaution should be used to keep juvenile prisoners separated from adult prisoners.

7. The jail yard should be used. Prisoners should receive daily outdoor exercise in the yard. If an additional guard were employed it would be possible to furnish some means of employment in the jail yard, in the way of stone-breaking or wood cutting. The fact that one would have to work for his meals and keep would probably serve as a means of discouraging unprincipled men who use the jail as a place in which to spend the winter months. Under the present scheme the jail is undoubtedly often serving as a demoralizing agent, whereas it should, to a large extent, be a correctional one.

8. The female prisoners should be kept under closer supervision. The key to the female section should be in the possession of the matron or the sheriff. It is extremely inadvisable for male prisoners to enter the female section unless accompanied by a matron. It is the duty of the management to exercise every precaution to protect the female prisoners, and, furthermore, the management should exercise every means to avoid the possibility of unwarranted criticisms of abuse from either employees of the jail or prisoners incarcerated in close proximity to the females.

### PROGRESS MADE DURING THE YEAR.

1. There has been considerable agitation to cause the authorities of Oneida County to construct a new jail.

2. A new hot-water boiler has been installed on the first floor, east side.

3. The cells and walls in the east and west sides of the second floor have been painted.

### ONONDAGA COUNTY JAIL, SYRACUSE.

		Population.				
		Male.		Female.		
Inspected	By	Adult.	Minor.	Adult.	Minor.	Total.
Mar. 11, 1914	E. R. Cass	22	1	0	0	23

The capacity of the jail is as follows:

Adult males	16	cells
Adult females	3	"
Minor females	3	"
Minor males	6	"

The sheriff of the county is J. F. Matthews. He is assisted by a jailer, a janitor and a matron.

This branch of the county jail is within a block of the county courthouse and is only used as a temporary place of detention for prisoners awaiting the immediate action of the grand jury, or for prisoners awaiting sentence or during investigation of their case by probation officers. When the grand jury or the county court is not in session prisoners taken into custody are immediately transferred to the principal part of the county jail which is located in the east wing of the Onondaga Penitentiary at Jamesville.

The jail is a fireproof structure, heated with steam and lighted by electricity, and can be well ventilated. It is equipped with a standpipe and hose connections. The building runs north and south and is divided into two sections. The front section is again divided into two parts which are separated by a utility corridor. In each part there is a cellblock, two tiers high, with four cells on a tier. The cells are large, equipped with two iron hinged beds, toilet and washbasin. In the rear section, which is divided from the front section by a wall with a doorway in it, there are also two parts. Each part consists of two separate floors, with three cells on a floor. The cells are similar in design and equipment to those in the front section. The bedding consists of mattress and blanket.



At the time of the inspection of March 11, 1914, a seventeen-year-old boy, who had been in the jail since January, was still awaiting disposition of his case which was being investigated by a probation officer. Although there were plenty of available empty cells, the inspector was very much surprised to find this boy assigned to the section which was occupied by male adult prisoners. The jailer gave as a reason for this, that the boy became lonesome when in the juvenile section of the jail and at times was on the verge of hysterics. In a case of this kind, minor males should not be associated promiscuously with adults.

A satisfactory condition of cleanliness prevailed in all parts of the jail.

#### RECOMMENDATIONS MADE.

1. It is urgently recommended that more adequate bathing facilities be installed. This jail is not a small one and one bathtub is ridiculously insufficient. In all events, there should be added bathing equipment for the female department and for the juvenile department.

2. There seems to be need for an additional session of the grand jury. An insufficient number of grand jury meetings works serious hardship and injustice and serves as a great detriment in the path of reformation. The legal machinery of Onondaga County should work with a reasonable amount of speed to ensure quick disposition of all cases.

3. The rules of the Prison Commission relative to the separation of prisoners should be observed at all times.

#### ONTARIO COUNTY JAIL, CANANDAIGUA.

		Population.				
		Male.		Female.		Total.
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	
Mar. 16, 1914	E. R. Cass	27	1	0	0	28
Nov. 14, 1914	E. R. Cass	36	4	0	0	40

The capacity of the jail is as follows:

Adult males	27 cells
Adult females	3 "
Minor females	With adults
Minor males	2 rooms

The jail is under the supervision of the sheriff, R. M. Lee, who is assisted by a jailer, an assistant jailer and a matron.

The jail is a brick structure built onto the rear of the sheriff's residence and consists of three separate floors. On the first floor there are two sections. The main one contains a steel cage with six cells on a side, the front of the cells facing into a dark central corridor. On the west side of the same floor is a separate section in which there is a cage consisting of three cells. Access to the second floor is by means of a frail wooden stairway. The plan of construction of this floor is the same as that of the first. On the same floor, but in the sheriff's quarters, there are two rooms available for use, sometimes for female prisoners, sometimes for civil prisoners or juvenile males. The third floor, east wing, is used only in part for storing clothes, and in the west end section it is not used at all. Quite frequently the jail is overcrowded and it is a pity that this condition should exist when there is much available floor space in which additional cells could be constructed. The cells are equipped each with two iron hinged beds, water-closet and a set washbasin with running water connections. The bedding consists of tick mattresses and blankets.

At the time of the inspection of March 16, 1914, the jail was found to be in an orderly and clean condition.

At the time of the inspection of November 14, 1914, the general condition of cleanliness was not satisfactory.

#### RECOMMENDATIONS MADE.

1. That new fire hose be purchased and additional fire extinguishers be installed in the jail.

2. That a new stairway be erected in place of the wooden one which now serves as the only means of getting from floor to floor.

3. That a cage, or cellblock, preferably a cellblock with the cell fronts facing the windows in the side walls, be erected in the vacant room on the west side of the first floor. Making use of these two rooms will obviate the congested condition on the second floor and make it possible to have a separate compartment for juveniles. It will also obviate the necessity of assigning more than one prisoner to a cell. With the present construction it is impossible at times to observe the laws relative to the separation and classification of prisoners.

4. Sheets and pillow cases should be provided for all prisoners. These, together with clean blankets and ticks, should be given to every prisoner on admission and laundered regularly at least once a week.

5. The present laundry facilities should be increased.

6. A umigator should be installed for disinfecting the prisoners' clothing which they lay aside on their admission.

7. The cleanliness of the tier used for court prisoners should be improved.

8. Records should be kept by the sheriff that will show the proportion in the daily population of prisoners serving sentence, prisoners awaiting trial, awaiting examination, witnesses, male and female, minor and adult, etc.

At the time of the inspection of November 14, 1914, a survey was made of the possibilities of employment of the inmates of the jail, and the stone industry was studied:

The following plans are offered as a substitute for the system of employment that is now a financial loss to the county:

9. The prisoners can be employed on road-building during the spring, summer and early fall, and at stone-crushing on a large scale during the winter months to prepare road material for the open season.

As to the roads, Ontario County has about 1,229 miles of unimproved town highways within the county, for the improvement of which the sum available is raised as a highway tax and is supplemented by State aid. For road work proper on these highways there was expended during 1913 the sum of \$100,399.51, or a little in excess of \$81.00 per mile. The importance of good roads and the need of their improvement need not be emphasized. It is a truism to say that for the prosperity and development of a county good roads are of absolute importance.

About 80 per cent of the total expenditure for improvement on the town highways goes into labor. It is self-evident then that the application of prison labor toward the improvement of town highways would mean a tremendous saving. The law authorized the county — that is, the Board of Supervisors — to employ its prisoners in such a manner. Section ninety-three of the County Law reads, as follows:

“ . . . . . The board of supervisors of the several counties are authorized to employ convicts under sentence to confinement in the county jails, in building and repairing penal institutions of the county, and in building and repairing the highways in their respective counties or in preparing the materials for such highways for sale to and for the use of such counties or towns, villages and cities therein; and to make rules and regulations for their employment; and the said board of supervisors is hereby authorized to cause money to be raised by taxation for the purpose of furnishing materials and carrying this provision into effect; and the courts of this State are hereby authorized to sentence convicts committed to detention in the county jails to such hard labor as may be provided for them by the boards of supervisors.”

In addition to this, Section 70 of the Highway Law provides as follows:

“ After satisfying himself that proper quarters can be secured, the town superintendent may, with the consent of the town board, request the supervisor of the town under the provisions of section ninety-three of the county law, to procure the services of prisoners serving sentence in the county jail, for general work upon the public highways of the town.”

In other words, the town could, by arrangement with the county authorities, obtain the labor in Ontario County of, say, 25 prisoners throughout the road season in return for the expenditure of a comparatively small sum for maintenance, guarding, and, perhaps, transportation expenses, while the county would profit by having its prisoners employed more satisfactorily than at present and would not only not be the loser to the extent that has been shown to be the case in this respect, but would even be indirectly benefited by having the maintenance partly covered by the town. This during the spring, summer and early fall. For the winter season stone-crushing is the best employment; not, however, as is done at present in the stoneshed, with the inefficiency and financial loss shown above, but regular stone-crushing at a stone quarry, with machinery, such as is carried on for example in Onondaga County and in the State prisons.

The definite plan that we propose to the Board of Supervisors is as follows:

Let the board direct its jail committee, or such other committee as it chooses to deputize for this work, to confer with the sheriff, the county superintendent of highways and other interested officials on a plan by which:

(a) Certain highways in certain towns would be selected every year by the county superintendent of highways for improvement by prison labor. Arrangement for the payment by the town of maintenance, guarding and transportation expenses should be made through the county superintendent of highways with the Board of Supervisors.

The actual highway work should be carried on under the direct charge of the county superintendent of highways, and the guards appointed by the sheriff but paid by the town.

(b) The county superintendent of highways should be directed and empowered to locate a quarry conveniently situated in reference to the jail and railroads, such quarry to be purchased or leased by the county.

When the season for road work is closed, prisoners should immediately be turned to stone-crushing at this quarry. Enough stone can be crushed during the winter months for use on the town highways or other highways to be built during the next road season. Such stone should therefore be sold through the county superintendent of highways to the town, county or State, for highway or any other purposes.

This double plan of employment will not only prove capable of supplying employment for all prisoners of the jail, but will, instead of being a financial burden to the county as the present system is, result in better roads, better finances, diminution of the number of jail prisoners, and, perhaps more important than all, in better chances for the rehabilitation and reformation of the jail prisoner.

We further suggest, in this connection, that the county superintendent of highways be directed to get in touch with counties where such work has previously been done and confer with their superintendents in the matter. We especially advise that Mr. Frank E. Bogardus, County Superintendent of Highways, Syracuse, be consulted.

The following is a study of the stone industry from January 1 to November 1, 1913:

Bought at \$1.10 a ton.....	67,445 tons	\$74.19
Sold at \$1.15 a ton — * Hugh Smith.....	3,625 "	
" Dr. Jas. Hawley.....	4.04 "	
" Canandaigua village.....	13.25 "	
" Aikenhead, Bailey & Donaldson Co.....	572.395 "	
" Canandaigua city.....	215.88 "	
	609,190 tons	\$700.57

It is clear, of course, from the above figures, that nearly the whole amount sold during that period was stone that had been purchased prior to January 1st, and probably partly broken prior to that date. At any rate, if the amount sold was 609.19 tons at \$1.15, and the cost of the same at \$1.10 was \$670.11, the total profit was only \$30.46. In this calculation no allowance has been made for the loss of stone in breaking. That may be entirely disregarded. As against this profit of \$30.46, there should be charged the salary of the guard at \$600, making a total loss of \$569.54, not counting the rental of the stoneshed and the depreciation of tools, the lighting and heating of the stoneshed, not to mention the value of the prisoners' labor and the cost of maintenance. If these items were added, the approximate loss would include the value of prisoners' labor† at an estimated sum of 75 cents per day, taking a daily average of 18 prisoners for 250 days, or \$3,375, and the cost of maintenance at \$1.20 per week for 39 weeks, with the same daily average of working prisoners assumed, or \$842.40. Add this to the \$569.54, as above, and it will make a total loss of \$4,786.94.

The figures for the fiscal year of November 1, 1913, to November 1, 1914, are as follows:

Bought at \$1.10 per ton.....	614.12 tons	\$675.53
Sold at \$1.15 per ton.....	341.975 "	393.27
Excess of expenditure over receipts.....		\$282.26

\* We herewith call the attention of the Board of Supervisors to the fact that the sale of broken stone to private persons is a violation of the Prison Law, and should therefore be discontinued.

† On the basis of the distribution of labor on the day of the inspection, we assume that two-thirds of the average daily number of prisoners are occupied; the figures are taken from the record of October, 1913, to September, 1914, inclusive.

Taking the whole period of 21 months covered by the figures, we have the following:

Bought.....	749.72 tons	
Sold.....	1093.84 "	
Excess income over expenditure.....		\$344.12

for 21 months. The profits on the sale by comparison of cost price with sale price for this period would be as follows:

Sold at \$1.15 per ton.....	951.165 tons	\$1093.84
Cost at \$1.10 per ton.....	951.165 "	1056.28
Apparent profit.....		\$37.56

Taking the best view of the case, that is, considering purely the difference of cost price and sale price, there is a profit of \$37.56 for 21 months. Charge against this

The salary of the guard for 21 months.....	\$1,050.00	
The value of the prisoners' labor at a daily average of 18 prisoners for 21 months (550 days) at 75 cents per day.....	7,425.00	
Cost of maintenance of the same average number of prisoners for 21 months, at \$1.20 per week.....	1,123.20	
Less profit of.....	\$9,598.20	
	37.56	\$9,560.64

This gives a total loss, on that basis, of stone-breaking by hand in Ontario County, of \$9,560.64.

#### PROGRESS MADE DURING THE YEAR.

1. Several fire extinguishers have been installed in the jail. The need for fire extinguishers was pointed out in previous reports.

2. Three meals a day are now given to all prisoners.

3. In the two rooms above the sheriff's section on the second floor, additional washing, bathing and toilet facilities have been installed, so that now the two rooms can be used independently of each other. Two new beds have also been installed in these rooms. This will make better classification possible. The need for such was pointed out in previous reports.

4. New brass faucets and other pipe fixtures have been installed throughout the jail.

5. New wooden seats have been securely fastened onto the toilets in each cell.

6. The ceiling and walls of the sheriff's room have been lined with a metallic covering. This will tend to retard the progress of fire. The need for such improvement was pointed out in report of August 23, 1913.

7. A steel stairway has been constructed to take the place of the old, frail wooden stairway which gave access from floor to floor. The need for this improvement was also pointed out in report of August 23, 1913.

#### ORANGE COUNTY JAIL, GOSHEN.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
July 25, 1914	Philip Klein	30	3	6	0	39
Sept. 11, 1914	Philip Klein and E. R. Cass.	26	4	6	0	36

The capacity of the jail is as follows:

Adult males.....	51 cells
Adult females.....	4 "
Minor males.....	7 "
Minor females.....	4 "

The sheriff of the county is William F. Sayer. He is assisted by two jailers and a matron.

The jail is a fireproof brick structure built directly onto the rear of the courthouse. It consists of three separate floors, each accessible by an iron stairway located in the center of the building. Each floor is divided into sections, which gives splendid facilities for classification and separation of the prisoners.

The cells in each section are of steel and are equipped with two iron hinged beds, water-closet in a niche, and set washbasin with running water connections. The bedding consists of mattress and blankets for males, and, for females, mattress, blankets, sheets and pillow cases. There is also a covering in the form of a large pillow slip for the mattress. There is no padded cell. The building is lighted by electricity and heated by steam and can be well ventilated. Electric fans are located at the top of the utility corridor which runs between the backs of the cells in the various sections.

There is a jail yard. In conjunction with the jail the stone-breaking industry is carried on. This industry is not altogether satisfactory from the financial side. The main trouble seems to

be in the disposition of the cracked stone. If the highway authorities could be persuaded to cooperate with the jail officials for the positive disposition of the stone, the results would be much better and the industry could be further developed and maintained on a large scale.

At the time of the inspection of July 25, 1914, a satisfactory condition of cleanliness and order was found. The same can also be said for the inspection of September 11, 1914.

#### RECOMMENDATIONS MADE.

1. A laundry should be installed so that the prisoners can do all the laundry work for the jail.
2. The clothing fumigator in the attic should be used.
3. The fans at the top of the utility corridors should be put into service.
4. The whole interior of the jail should be painted a whitish shade.
5. The plan of employment for the inmates of the jail should be further developed. The stone-breaking industry should be correlated with the highway work.
6. The key to the women's department of the jail should be in the possession of the matron or sheriff.

#### PROGRESS MADE DURING THE YEAR.

1. The uniforms for prisoners serving sentence, made of striped ticking, are gradually being replaced by khaki suits. In previous reports the use of these striped suits in this county was criticised.

#### ORANGE COUNTY JAIL, NEWBURGH.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
July 26, 1914	Philip Klein	10	2	0	0	12
Sept. 23, 1914	Philip Klein	23	3	0	0	26

The capacity of the jail is as follows:

Adult males	20 cells
Adult females	5 "
Minor females	5 "
Minor males	5 cells
	With adults
	5 cells

The jail is under the supervision of the undersheriff, Isaac B. Lozier, and under the general supervision of the sheriff, W. S. Sayer, who has his headquarters at the county jail in Goshen.

The jail is built directly onto the rear of the courthouse and faces north and south. On the south end there is a cellblock three tiers high and a similar cellblock on the north end. The tiers are accessible by an iron stairway which is built in the central part of the jail. The backs of the cells are built against the utility corridor which runs parallel to the east side wall. The fronts of the cells face the windows on the west side wall. There are five cells on each tier. Each cell is equipped with a water-closet and with one iron hinged bed with a wire spring bottom. There is also a set washbasin with running water connections in each cell, and a shower-bath compartment on each tier. The bedding consists of mattress, blankets, sheets and pillow cases. The mattresses are protected by a kind of large pillow case made of leather.

On the third floor, north end, there is a hospital room, sufficiently large to provide for two beds. The building is fireproof and is equipped with standpipes with hose connections on each tier. The building is heated by steam and lighted by electricity. The kitchen is in the basement and the cooking is done by the prisoners. The kitchen equipment consists of the usual household outfit.

At the time of the inspection of July 26, 1914, the floors on all the tiers and in all parts of the jail were dirty. They evidenced neglectful service on the part of the jailer. Similarly, it was found that the mattress and pillow cases were either not supplied to the prisoners, or if supplied, were not actually placed upon the mattresses or pillows. This action shows unsatisfactory supervision on the part of the jailer. The undersheriff promised to have this condition remedied.

At the time of the inspection of September 23, 1914, it was found that the bedding in unoccupied cells was left in the cells. This is not a good practice. Some of the beds were not made up. The refuse cans had no covers. Nor were all of the mattresses provided with the usual slips. The cleanliness was found to have improved considerably since the last inspection.

#### RECOMMENDATIONS MADE.

1. The screen on the window in the hospital room is attached to the inside of the window and is open. This should be locked at all times, and if the window construction does not permit this while the window is open, then the screen should be attached to the outside of the window.

2. There is direct access from the outside to the windows on the west side of the jail and frequent disturbances are caused, and are likely to be caused by friends or prisoners, or by the curious. There should be a fence at least eight feet high, built at a distance of at least ten feet from this wall of the jail, to prevent communication. This recommendation is particularly urged as extremely necessary.

3. The jail has not yet received the coat of paint that has several times been recommended. It should be applied as soon as possible to prevent deterioration of the steel work.

4. Garbage cans should be kept covered all the time.

5. Occupied beds should be regularly made up at all hours of the day.

6. No bedding should be left in unoccupied cells. Each prisoner on admission should receive a clean set of clothing and bed clothing which he should take along with him to the cell which he is to occupy.

7. The jailer should take special care in the supervision of the cells to make sure that mattress slips are properly used. On several inspections it was found that, while the slips were supplied, their use was not enforced.

8. A laundry should be installed where the prisoners would do all the laundry work for the jail. At present the laundry is sent out and costs the county a considerable sum weekly.

9. There should be a male cook employed.

#### PROGRESS MADE DURING THE YEAR.

1. The uniforms for prisoners serving sentence, made of striped ticking, are gradually being replaced by khaki suits. In previous reports the use of these striped suits in this county was criticised.

#### ORLEANS COUNTY JAIL, ALBION.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
Mar. 13, 1914	E. R. Cass	15	0	0	0	15
Dec. 11, 1914	E. R. Cass	28	0	0	0	28

The capacity of the jail is as follows:

Adult males	20 cells
Adult females	3 "
Minor females	3 " With adults
Minor males	3 cells

The jail is under the supervision of the sheriff, C. M. Bartlett. He is assisted by an undersheriff, a jailer, a cook, and a matron.

The jail is a modern three-story fireproof structure built onto, and at right angles with, the sheriff's residence.

On the first and second floors there is a steel cellblock, divided in the center by a utility corridor. There are five cells on a side. The cells are of fair size and are equipped with two iron hinged beds, a water-closet in the niche, and a set washbasin. Unfortunately, one side of the jail is somewhat dark because of the adjoining buildings.

On the third floor there is a small steel cellblock, similar in design to the one on the floor below, except that there are only three cells on each side. The rear part of the third floor consists of two separate hospital rooms. In the basement, there is a tramp room, equipped with iron hinged beds and a water-closet. This room is used as a police lockup.

Grand jury prisoners, female prisoners and juvenile prisoners are supplied with mattress, blankets, sheets and pillow cases. Adult male prisoners serving sentence receive only mattress and blanket.

At the time of the inspection of March 13, 1914, a highly satisfactory condition of cleanliness and order prevailed throughout the jail.

At the time of the inspection of December 11th similar conditions prevailed.

#### RECOMMENDATIONS.

1. The wooden stairway, which is the only means of access from floor to floor, presents a serious situation in the event of fire. This condition is highly aggravated because of a light shaft which runs upward from the basement to the roof and forms one side of the stairway. If fire started in the basement and broke through the glass in the airshaft, it would quickly spread to the stairway and in a short time destroy it. This wooden stairway should be replaced by an iron one, and fire extinguishers should be installed in the jail.

2. The light shaft does not satisfactorily perform its function and occupies much available space. The window

sashes in this shaft on each floor are stationary. This scheme was no doubt devised so as to prevent draft in case of fire, but it would not take much heat to break the glass. Little danger would be incurred if the sash in the basement windows were made so that they could be put up and down. This would help decidedly in bringing about better ventilation and at the same time prevent the smoke and odor from the kitchen coming into the jail, the sheriff's office, and the sheriff's living quarters.

3. The toilet seats are in a wretched condition and unless this condition is remedied immediately it will soon cost the county a large amount of money to install new toilets. In many counties the sheriffs have successfully overcome the toilet difficulty by first scraping the rust off the ironwork around the toilet seat, then applying a coat of red lead, and, lastly, placing a layer of cement over the entire surface of the ironwork, taking care to have it high on the ends so that the surface will gradually slope into the opening of the toilet. This scheme is inexpensive and will add considerably to the sanitary condition and appearance of the toilets. Gasoline is about the only thing known to keep the interior of the toilet bowls free from foreign matter, and it is necessary to wash them frequently. The iron slide doors should be removed from the niche.

4. The present drainage difficulty should be remedied by relaying the pipes with a proper pitch.

5. An electric-power washing machine should be installed so that the blankets and the clothes of the prisoners can be properly washed.

6. The county authorities should realize that the deplorable idleness which exists in the jail does everything but help a man reform or keep him from getting into the jail again. It is to the interest of the people of the county, both financially and for the public safety, that a prisoner should leave the jail a better man morally, physically and mentally. It is not fair to expect this if the men are to spend weeks and months at a time in total idleness. Several counties have met with success with their county jail farms. These farms are the means of saving money for the county, and also keeping the jail population at a minimum. In conjunction with the jail farm, highway work and stone-breaking can be carried on.

### PROGRESS MADE DURING THE YEAR.

1. The interior side walls throughout the jail have been repainted a bright serviceable color.
2. The interior of the kitchen, boiler-room, tramp-room, and the corridors in the basement have been repainted, and the ceiling in the tramp-room has been kalsomined. New mattresses have been distributed.
3. All prisoners now receive three meals a day. (This was recommended in report of August 31, 1913.)

### OSWEGO COUNTY JAIL, OSWEGO.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
Feb. 13, 1914	E. R. Cass	77	0	6	0	83
Nov. 14, 1914	E. R. Cass	68	4	2	0	74

The capacity of the jail is as follows:

Adult males	80 cells
Adult females	4 "
Minor females	4 "
Minor males	8 "

The sheriff of the county is M. A. Stranahan who makes his headquarters at the Oswego jail. He also has general supervision over the jail at Pulaski. He is assisted by an undersheriff and two jailers, a guard and a matron.

The jail is a three-story brick structure of two separate wings. The two wings face north and south. The building is located upon a bluff, with plenty of open ground on all sides. It is fireproof, has standpipes with hose connections on the different floors, and a steel stairway gives access to each floor. In each wing of the first and second floors there is a large steel cellblock. Each cell is equipped with one iron hinged bed. The bedding consists of a mattress, blanket, sheet and pillow case. The mattress is protected by tick covering which is removed once a week and washed. In each cell there is also a toilet in the niche and a set washbasin with running water connections. Shower-baths are available.

The third floor is the same in both wings. Each wing is divided into two parts. One half is occupied by a small steel cellblock with four cells on a side and the other half consists of two separate hospital

rooms. The building is heated by steam and lighted by electricity, and the very large windows, which run practically the full height of the building, give plenty of light and ventilation. There is a jail yard, but unfortunately it is not frequently used for exercising the prisoners.

Idleness is the most noticeable factor in the daily life of the jail. So long as this condition exists, the prisoners will be a big financial burden to the county and the possibility of reformation will be greatly handicapped. Section 93 of the County Law authorizes the Board of Supervisors to employ jail labor on a county farm, or on the highways and in the county buildings.

Section 29 of Article 3 of the State Constitution prohibits the employment of jail labor for the benefit of a private corporation or an individual. There are two splendid opportunities for the employment of jail labor in this county. One is on the jail farm and the other at stone-breaking. The jail farm has been in operation now for some time, but the results show that jail labor has not been advantageously utilized. This is probably due to the present plan which puts the jail farm under separate management. In the past, the lack of cooperation between the sheriff and the superintendent of the farm no doubt has retarded progress. The farm is used chiefly for obtaining dairy products. There are about 94 acres, a small part of this being woodland.

The total receipts from December, 1913, to November 7, 1914, approximate \$847.63. Most of this represents the sale of milk and some live stock, and includes a small amount received from the sale of hay and potatoes.

St. Lawrence County, at Canton, has a 60-acre farm which is managed for the county under the direct supervision of the sheriff. Little attention is given to dairy farming. The value of the vegetable product, which includes the sale of hay and cornstalks for the year 1914, amounts to \$1,518.00. This is almost twice as much as the amount obtained from the big farm in Oswego County. The sheriff employs nothing but jail labor, and, because of the large proceeds from the jail farm, he has been able to reduce the weekly per capita cost of maintenance during the last year from \$1.46 to \$1.27. The value of the farm products for the year 1913 amounted to \$1,592.23. Including the cost of equipment, and allowing for the construction work done by prisoners, the products of the farm have practically paid for it in the past two years.

There seems to be no good reason why Oswego County cannot have as good, if not better, results from their big farm. In order

to do so, it is fundamental to put the farm under the supervision of the sheriff and hold him responsible for the result. The sheriff, in turn, can employ an expert farmer who will direct the work of the prisoners, with the assistance of a guard, and be solely responsible to the sheriff. The produce of the farm should be used in the jail, as is the case in St. Lawrence County.

At the present time the storeroom in the basement of the St. Lawrence County courthouse is stocked with a sufficient supply of vegetables for the jail to last until the next crop.

In order to bring the farm up to a satisfactory standard, sufficient work is at hand in the removing of stones and the clearing of the fields. This work can be undertaken at once, and with the opening of the next farming season the condition will be far more satisfactory. In conjunction with the farm work, the stone gathered from the fields can be brought to the jail yard and broken.

It will be necessary for the supervisors to establish some means of employment beside the jail farm, in order to have available work during the late fall and winter months. It would be well to consider the opening of a quarry somewhere near the jail, in order to carry on stone-breaking on a large scale, as is done in Onondaga County. Sufficient stone could be broken here to supply all of the towns throughout the county. The present stone-breaking, which is done at intervals by the prisoners, is not at all satisfactory. It is possible to do the work on a much larger scale, and it is suggested that the county superintendent of highways be consulted relative to securing a quarry, and, furthermore, to employing the prisoners on the highways in some of the neighboring towns. In the towns of Oswego, Scriba and Richland, there is plenty of available work. Jail labor could be used in laying the sub-bases on some of these roads. Section 70 of the State Highway Law permits the Board of Supervisors to ask the cooperation of the town superintendent of highways.

At the time of the inspection of February 13th, the entire jail, including the bedding, toilet, corridors and stairways, was in a highly satisfactory condition of cleanliness. The prisoners had no complaints to offer relative to the treatment accorded them and to the quality and quantity of food.

At the time of the inspection of November 14th, a highly satisfactory condition of cleanliness existed in all parts of the jail. There was a violation of Section 92 of the County Law, relative to the separation of adults and minors. A young lad of seventeen was awaiting examination and was being held in the west section of



the second floor with adult prisoners. This was brought to the attention of the turnkey who explained that while there was plenty of available cellroom on the third floor of the south wing the juvenile prisoners were not detained there because they complained of lonesomeness. This is not a good reason for keeping minors and adults together. The law was especially designed for the protection of minors, on the presumption that it is inadvisable when dealing especially with a jail population to mix minors and adults.

#### RECOMMENDATIONS MADE.

1. It is strongly urged that the Board of Supervisors give special attention to the recasting of the jail farm management. It is evident that the present plan of working the farm will never be of benefit financially to the county or act as an agent for the welfare of the prisoners. The plan of renting the farm to the sheriff for a per annum consideration, and giving to him the full use of the jail labor, is a violation of Section 29 of Article 3 of the State Constitution. It is urged that the Board of Supervisors adopt the same plan that is in vogue in St. Lawrence County. That is, the sheriff should be in charge of the farm and work the same for the interests of the county and as a reformatory agent in dealing with the prisoners.

The present plan of allowing the sheriff \$2 per prisoner per week for board should be abolished and the system used in practically all of the other counties should be established. Thirty-three of the counties are feeding their prisoners for less than \$2 per week.

4. Prisoners should be exercised frequently in the jail yard.

5. The laws relative to the classification and separation of prisoners should be strictly observed.

#### PROGRESS MADE DURING THE YEAR.

1. Prior to receiving the last report of this Association, the Board of Supervisors made a contract with the sheriff, renting to him the county farm and the labor of the prisoners for \$400 per annum. In the recommendations of our last report it was pointed out that this was a violation of a section of the State Constitution. The supervisors conferred with the county attorney and the contract was cancelled.

#### OSWEGO COUNTY JAIL, PULASKI.

Inspected —	By —	Population.
July 1, 1914	R. M. Hard and O. F. Lewis.....	5 adult males.

The capacity of the jail is as follows:

Adult males.....	4 rooms
Adult females.....	1 room

(No separate quarters for minor males or minor females.)

The jail is under the direct supervision of the jailer, G. G. Edick, who is responsible to the sheriff of the county, M. A. Stranahan. The staff consists of a matron and a turnkey.

The county jail at Oswego, from many standpoints, is perhaps the best in the State, but the Pulaski jail is one of the most wretched. There seems to be no good reason for maintaining the Pulaski jail in view of the fact that the Oswego jail is quite large, and, as a rule, eventually receives all of the prisoners sentenced to the Pulaski jail.

The jail at Pulaski consists of a section 37 feet by 42 feet 10 inches in about the center of the first floor of the courthouse building. There are three rooms on the west side and a bathing compartment on the east side. A corridor, 10 feet wide and 17 feet long, runs between. This corridor represents the only available space for exercise; it is small, dark and poorly ventilated. The partitions and floors, both in the corridor and cells, are of wood, with the exception of two cells which have been fitted with concrete floors. The interior side walls are of plaster. The building is a combination of brick and wood. The plumbing in the jail section is of a fairly modern type, but it is in a very poor and badly worn condition. The building is by no means fireproof, and, except for a few extinguishers in the sheriff's office, there is no other protection against fire. Each of the three cells is equipped with a toilet, and a faucet from which cold water can be drawn. Two of the cells have one window each on the west side. The cell on the north end has no windows on the west side, but instead, two on the north end facing the hallway which leads into the entrance of the courthouse. These windows are located so far back and are so heavily barred that it is practically impossible for light to enter the room. Consequently, the room is almost pitch dark during the day, and it is necessary to move about very slowly in order to avoid falling over the beds and hammocks suspended from the side walls. Unfortunately, the men, it is said, prefer to sleep in this room, especially during the day, because of the darkness and also because they prefer the hammocks to the cot beds. The bedding consists of

mattress and blankets. Because of the inadequate light and ventilation, this room is unsanitary and presents a wretched condition which should not in the least be tolerated.

In a dark, ill-ventilated section of the basement on the north end, there is a steel cell built up against the foundation wall. The cell is located below the ground level and is not a fit place in which to keep a human being.

The women's quarters consist of one small room on the main floor, west side. It is fairly well lighted and is equipped with an iron cot bed and modern plumbing. It is not customary to hold female prisoners in this jail.

The condition of cleanliness at the time of the above inspection was fairly satisfactory. The inspectors were decidedly displeased with the physical conditions, especially the dark room.

#### RECOMMENDATIONS.

It is **urgently recommended** that necessary steps be taken by the Board of Supervisors to discontinue the use of the jail at Pulaski even for short-term men. There seems to be no need for this antiquated jail, in view of the fact that the county has a very good jail in Oswego.

If it is found necessary to continue the use of the Pulaski jail it is **strongly urged** that it be put in a condition which will make it a fit place to house prisoners.

#### OTSEGO COUNTY JAIL, COOPERSTOWN.

		Population.			
		Male.		Female.	
Inspected —	By —	Adult.	Minor.	Adult.	Minor.
Jan. 20, 1914	E. R. Cass	22	2	0	0
		<hr/>		<hr/>	
		24		0	

The capacity of the jail is as follows:

Adult males	to cells
Adult females	5 "
Minor females	With adult females
Minor males	5 cells

The jail is under the supervision of Sheriff Ziba Holbrook who receives no regular salary but works under the fee system. He is assisted by a jailer; Mrs. Holbrook acts as matron and cook.

The jail is a stone structure consisting of two separate floors. On each floor there is a divided cellblock of steel. There is also a hospital room on the second floor rear. Each cell is equipped with two iron hinged beds. Bedding consists of mattress, blankets, sheets and pillow cases. It is usually necessary to put two prisoners in each cell, with the exception of the juvenile department. Each cell is also equipped with a toilet and a set washbasin and running water. The jail is not sufficiently large to accommodate the needs of the county. In the absence of a town lock-up, the local police court cases are sent to the jail. There is no jail yard; there is no means of employment. At the time of the inspection, the condition of cleanliness was satisfactory and the prisoners expressed satisfaction as to treatment and food.

#### RECOMMENDATIONS.

1. Some of the available space on the county grounds adjacent to the jail should be enclosed by a wall in order to give a jail yard in which the prisoners can be exercised. It is quite necessary that every human being should receive some daily out-door exercise in order to preserve his health. A jail should by no means be a health-breaker, irrespective of the type of man that is confined within its walls.

2. The absence of employment for the prisoners results in a deplorable condition of idleness. For many cases the jail is the place where a law-breaker can possibly be corrected, provided there is some incentive to turn him from his path of wrong-doing. Work for the prisoners not only serves as a correctional agent for many, but also as a deterrent for unprincipled men who prefer to spend their time in idleness as long as they are assured of their daily meals and a place to sleep.

Section 93 of the County Law authorizes the Board of Supervisors to provide means of employment for the inmates serving sentence in the jail, on the county buildings, highways or otherwise. Section 70 of the State Highway Law opens the way for the Board of Supervisors to obtain the co-operation of the town superintendents of highways for employment of prisoners on the highways. In Franklin County the jail prisoners were successfully employed on the town and county highways. In St. Lawrence County the authorities maintain a jail farm in conjunction with the jail. A farm consisting of 60 acres was purchased for

about \$40 an acre; it is situated a mile from the jail. The prisoners are brought to and from the jail in a wagon. In two years the value of the farm products, and the value of the improvement and construction work on the farm, have practically repaid to the county treasury the cost and maintenance of the farm. Oswego County also maintains a farm. Tioga County employs its prisoners on the highways and also on the county poorhouse farm. During the winter months, as a substitute for farm work, stone-breaking is carried on. Stone-breaking as the only industry for a jail is a failure financially and otherwise. If conducted on a large scale and correlated with highway work, it can be made profitable.

3. The necessity of doubling-up the prisoners practically all of the time makes it imperative that the jail should be enlarged.

4. A padded cell is needed in every jail. A cell of this kind guards an inmate from injury and relieves the management from unwarranted suspicions of brutality.

5. Otsego County is one of the few counties still working on the fee system. This plan has many objectionable features and should be discontinued. The sheriff and his assistants should be paid a regular salary.

#### PUTNAM COUNTY JAIL, CARMEL.

Inspected —	By —	Population.
July 8, 1914	E. R. Cass	5 adult males.

The capacity of the jail is as follows:

Adult males	10	cells
Adult females	1	"
Minor females	1	"
Minor males	2	"

The sheriff of the county is H. R. Winship who resides in a town some distance from the jail. The business and supervision of the jail are practically in the hands of the undersheriff who is also known as the jailer and resides at the jail. There is no permanent matron. Women are not frequently detained at the jail, but in this event it was said that they are cared for by the janitor and occasionally by the undersheriff's wife.

The jail is a two-story brick structure built onto the rear of the courthouse. The interior is finished in brick. The floors are of

stone and the stairway leading to the second floor is of iron. Electric lights are in the corridors and the building is heated by steam. On the first floor there is a divided steel cellblock; each cell is equipped with a set washbasin, a toilet and two iron hinged beds. The bedding, which is the same throughout the jail, consists of mattress, blankets, sheets and pillow cases. On the second floor there are six rooms or cells; four of these are used for detaining prisoners, one as a storeroom and the other as a jury room. The room used as a storeroom and the one used as a jury room cannot be entered from the jail. The rooms are equipped with iron hinged beds, toilet and washbasin. There is no jail yard. In the absence of a wall or fence around the jail, it is an easy matter for persons on the outside to pass contraband goods into the jail. This applies especially to prisoners who are detained in the upper rooms where access to the windows is very easy.

The janitor was in charge at the time of the inspection. The question is raised whether the janitor, who is not a deputy sheriff, has the right to carry the keys and represent the sheriff or the undersheriff in their absence.

At the time of the above inspection, prisoners serving sentence had the full run of the ground floor. Because of this, grand jury prisoners and prisoners serving sentence could easily converse with each other. This is a violation of Section 92 of the County Law.

A satisfactory condition of cleanliness prevailed throughout the jail and the prisoners expressed satisfaction as to the treatment accorded them.

#### RECOMMENDATIONS.

1. The laws relative to the classification and separation of prisoners should be strictly complied with.

2. Heavy wire screens should be placed on the outside of the windows of the jail so as to prevent the smuggling of contraband goods into the jail.

3. A more adequate and modern laundry equipment should be installed. If stationary tubs with running water were installed in the basement, conditions would be greatly improved.

4. The system now in vogue, which pays the undersheriff \$3.50 per prisoner per week for board, should be discontinued. This is, in part, a survival of the old fee system which carried with it much abuse.

5. Women prisoners should be looked after by a matron. The keys to the female section should be in possession of

the sheriff or matron only. It is inadvisable for male employees to enter the female section if unaccompanied by the matron.

### QUEENS COUNTY JAIL.

(Civil Prison only.)

INSPECTED BY PHILIP KLEIN, JULY 30, 1914.

The sheriff is George Emener, the under sheriff, Samuel Mitchell.

This prison is under the direct jurisdiction of the sheriff and is intended for civil prisoners only. It is located in a building connecting the Queens County Court House with the City Prison, Queens, on the second floor of the building. The other floors of the building are either not used at all or used partly as workshops under the Borough President of Queens. The jail consists of what may be called a five-room flat. The entrance is through a room, the second from one end. To the right of this entrance, or vestibule, is the office of the keeper; to the left, are three rooms, of which the nearest is used as dining-room and kitchen, the one following as bathroom, and the last as bedroom for prisoners, containing two iron beds.

The average population of the jail is about one. During the months of May, June and July there were a total of five prisoners admitted. Judging by the number of meals taken by these five prisoners during the three months, which totaled 246, there were 82 days spent by the five prisoners during the three months. This means a little over fifteen days per prisoner (or a daily average of one-half prisoner per day). Considering the small number of prisoners, it appears that the lack of facilities for classification is not dangerous. More serious is the fact that there is no provision for female prisoners. There are generally orders for arrest against women outstanding which cannot be executed by the sheriff because he has no facilities for their detention. Arrangements are generally made between the sheriff and the judge for disposition of these cases without arrest.

The jail is heated by steam, lighted by electricity, and has sufficient window ventilation. The floor is of wood and probably rests on fireproof tiles. Where the ceiling shows, on account of repairs in the lighting system, this fireproof tile is observable. It is, of course, only conjecture that the material separating the floor below is the same as that separating the rooms from the floor above.

The keepers, as well as the prisoners, are entitled to all meals while on duty. This means, in most cases, a total of three meals per day for the keepers. In the office of the keeper there is a bed.

The staff consists of the warden and two keepers. The warden is Frank Schulte, at a salary of \$1,200 per annum. The keepers are William Sythes and John Goff, each at a salary of \$900 per annum. The cleaning is done by a woman employed for that purpose at a salary of \$600 per annum. The food for both keepers and prisoners is obtained from the City Prison, Queens, which is situated in the adjoining building. The necessary financial arrangements for this purpose are made between the sheriff and the Department of Correction.

A paradoxical situation obtains at this prison. The average number of inmates is not sufficient to justify the maintenance of a prison on the one hand, and on the other hand the prison as maintained is inadequate for its purposes.

Because of the unsuitable nature of the quarters for the purposes of the jail, it gives the impression of disorder and neglect, although as a matter of fact, the cleanliness of the jail seemed to be satisfactory.

#### RECOMMENDATION MADE.

It is recommended that the civil jail for Queens County be done away with, and that the county make arrangements with some neighboring county — and if necessary, obtain legislation for the purpose — for the safe-keeping of civil prisoners from Queens County. It is suggested that such arrangements be made through the proper authorities, namely, the Sinking Fund Commission and the Board of Estimate and Apportionment, and that the Kings County Civil Jail be designated as the civil jail for the use of Queens County as well.

### RENSSELAER COUNTY JAIL, TROY.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
Jan. 14, 1914	E. R. Cass	55	1	2	0	58
May 11, 1914	E. R. Cass	54	2	8	0	64
Sept. 17, 1914	Philip Klein	43	0	0	5	48

The capacity of the jail is as follows:

Adult males	80 cells
Adult females	5 "
Minor females	5 "
Minor males	5 "

The sheriff of the county is H. W. Snell. He is assisted by a jail staff, made up of an undersheriff, a jailer, an assistant jailer, a night watchman, two janitors, a matron, a cook, three firemen, and two supervisors for the loom work in the shop.

The jail is a brick fireproof structure, consisting of two wings, one to the north of the sheriff's residence and the other to the south. Each wing consists of three separate floors and a basement. On the first and second floor of each wing there is a modern type of cellblock, and on the third floor of each there are two separate sections; one section consists of a small cellblock and the other section is used as a hospital and for witness's cells. The cells are equipped with a toilet, set washbasin, with running water connections, and one iron hinged bed. The building is heated by steam and lighted by electricity. The large windows in the side walls, which run practically the full height of the building, give an abundance of light and make possible good ventilation. There is a jail yard and also a workshop in which looms are set up. The beds in the cells are furnished with a mattress and blankets, with the addition of sheets and pillow cases for the female prisoners, and for the male prisoners a pillow case. There is a padded cell, and shower-baths are available.

At the time of the inspection of January 14, 1914, there was a violation of the laws relative to the separation and classification of prisoners. A minor was with adult prisoners, and an adult grand jury prisoner was in the same section with adult prisoners serving sentence. The toilets, bathtubs and washbowls throughout were clean and in working order. The beds and bedding were clean but in many cases the bedding was carelessly thrown about on the bed. A fair condition of cleanliness prevailed in the kitchen. Rust was on some of the cooking utensils. The utensils used in serving food to the prisoners were clean. A fair condition of cleanliness prevailed in the store-closets. On the whole, cleanliness was not so good as that of the previous inspection.

At the time of the inspection of May 11, 1914, a much improved and satisfactory condition of cleanliness prevailed throughout the entire jail.

At the time of the inspection of September 17, 1914, a violation of Section 92 of the County Law existed; grand jury prisoners were confined with prisoners serving sentence. The cleanliness and order and the general management of the jail were satisfactory. At the time of this inspection a survey was made of the system of employment now in vogue and also of the possibilities for the establishment of some other kind of employment.

The records of the jail from April 1st to September 20th inclusive show a daily average population as follows:

April	68.6
May	68.6
June	66.7
July	68.2
August	67.8
September	63.7

A daily average of approximately..... 65.0

Judging from the number of admissions per annum, and by the composition of the population on the day of inspection, we may assume that some 60 per cent. of this population consists of prisoners serving sentence. (There are no records in the jail from which to secure absolutely reliable information on this point.) In other words, there is an average of from 35 to 40 prisoners serving sentence in the Rensselaer County Jail, presumably condemned to hard labor.

Up to about a year ago there was no provision whatsoever for their employment. Recently, however, there have been installed some ten looms in the weaving shop, situated back of the jail yard. The looms are said to have cost \$85 each, or a total of \$850. Two instructors are employed at \$75 a month. Blankets and towels are manufactured. Up to the time of the inspection there had been some 400 yards of toweling and 350 blankets manufactured, to be sold at the rate of 15½ cents per yard for the toweling, and \$3.15 to \$3.50 per blanket. There was a large accumulation of this material, said to be some 300 yards of toweling and 300 blankets, at the time of the inspection. Only 40 blankets and 100 yards of toweling had been sold up to that time. In other words, disregarding the amount of the investment in the construction of the shops and the purchase of the looms, there was an income of approximately \$150, as against an expenditure on supervision alone of \$1,800 per annum. The cost of the material, and other matters that it would be necessary to know in a proper estimate of the cost price, were at that time not available. There is information that at the time of the writing of this report (December, 1914), a considerable amount of the blankets and toweling manufactured has been sold.

It is beyond question, and is admitted by the authorities, that this weaving industry at the jail is a considerable financial loss.

For the sake of the reformation and rehabilitation of the prisoners, however, this would be of minor importance if the industry were of a kind best fitted for making men; but as a matter of fact, the number employed at the looms is very small. On several visits during the two days at the time of the inspection, the inspector

never found more than 3 prisoners at work on the looms, although it is said that there are at times 6 or 8. But it is not enough that this 6 or 8 out of a population of 35 to 40 can be properly employed, and it is important that they all be employed at hard, but healthful, labor, the kind that will strengthen their bodies and fit them, so far as possible, for labor on their discharge from the jail.

The record of the weaving industry at the Rensselaer County Jail does not justify it as a means of occupation, either from the standpoint of quality of labor, the financial side of it, or the amount of work that can be furnished.

#### RECOMMENDATIONS MADE.

1. After prisoners detailed to the kitchen and other parts of the jail have finished their work, they should be returned to the corridors, instead of being permitted to lounge around the kitchen and basement.

2. The bedding, after being aired for a sufficient amount of time, should be folded and placed at one end of the bed. Prisoners should not be permitted to lounge on their beds during the day.

3. Three meals a day should be given to all prisoners.

4. The jailer should insist that the prisoners keep themselves and their beds in a clean and tidy condition.

5. All inmates of the jail, including grand jury prisoners, should have an opportunity to exercise in the jail yard, if not daily, at least two or three times a week. With the present staff, there seems to be no reason why this cannot be done.

6. The rust is gradually destroying the ironwork surrounding the tops of the toilet bowls. Painting will not permanently remedy this unsanitary condition. Several counties have been successful with the following: A layer of cement should be laid around the oval top and gradually pitch toward the opening so as to insure proper drainage.

7. The window panes in the women's department facing the yard should be replaced by ground glass, so as to prevent the prisoners from being seen.

8. A record should be kept at the jail which will show as a permanent record the number confined in the jail each day, subdivided as to male or female, male or female minors, serving sentence, awaiting trial, or indicted, awaiting transfer, etc. It is impossible from the present record

to tell anything of the total number of prisoners each day. To ascertain from the records the average number of prisoners serving sentence is impossible.

9. Prisoners serving sentence and those awaiting court action should not be allowed to mingle.

10. There are in Rensselaer County upward of 1,100 miles of unimproved town highways. There is nothing that is more important for the development and prosperity of a county than good roads. Yet, from taxation and State aid there was available for the improvement of this 1,100 miles of highways in 1913, only \$56,198.66, or less than \$50 per mile, expended on road work proper on the town highways. Most of this money is expended on labor, and what is more, this labor on the town highways is not always available and not always of the proper kind. It will be a blessing for the town highways to have the labor of upward of thirty men given to them. Why not perform a double service, both to the county on the one hand and to its prisoners on the other hand, by turning the county jail prisoners on the road work for the town highways?

Section 93 of the County Law, which is quoted here in part, provides for such employment of prisoners:

" . . . . . The board of supervisors of the several counties are authorized to employ convicts under sentence to confinement in the county jails, in building and repairing penal institutions of the county, and in building and repairing the highways in their respective counties or in preparing the materials for sale to and for the use of such counties, towns or villages and cities therein; and to make rules and regulations for their employment; and the said board of supervisors is hereby authorized to cause money to be raised by taxation for the purpose of furnishing materials and carrying this provision into effect; and the courts of this state are hereby authorized to sentence convicts committed to detention in the county jails to such hard labor as may be provided for them by the boards of supervisors."

Section 70 of the Highway Law provides for the requisition of prisoners for town highways. We quote:

" After satisfying himself that proper quarters can be secured, the town superintendent may, with the consent

of the town board, request the supervisor of the town, under the provisions of section 93 of the county law, to procure the services of prisoners serving sentence in the county jail, for general work upon the highways of the town."

Thus, it would be possible to keep all jail prisoners healthfully employed throughout the spring, summer and early fall on highway work.

As to the particular plan of arrangement of this work, and for the provision of supplementary labor for the winter months, we submit the following plan which we have discussed with the State Highway Department, and with Mr. Chas. A. Roemer, county superintendent of highways of Rensselaer County:

The Board of Supervisors should empower and direct the sheriff to furnish prisoners for labor on highways under the direction of the county superintendent of highways. If the work is to be done on town highways the county superintendent should arrange for the proper towns to make requisition for prisoners in accordance with Section 70 of the Highway Law. The best financial arrangement would probably be to have the town for which such labor is performed pay the maintenance, guarding and transportation expenses of the prisoners. If this should prove to be too great, the county and town might share the maintenance expense, or the transportation expense, but should such work be performed on county roads, to be built wholly by the county at county expense, the town should be required to contribute a certain percentage of the expense, as is done, for example, in Onondaga County. The management of the road work by the county superintendent is suggested, because he would be in a position to know just which towns are most in need of road improvement, and should, therefore, be favored.

Road work, whether on town highways or county roads, is, however, possible only during the open season. Yet there should be employment during the winter to keep the prisoners equally busy.

We, therefore, propose that the county buy or lease a quarry, favorably situated from the standpoint of the jail and the railroads. In this quarry, under the supervision

of the county superintendent of highways, there should be prepared, during the winter months, stone for building, to be applied on the highways of the county during the winter months. Quarrying can be carried on during the summer except on the severest days.

This plan is entirely feasible and has been worked out as a whole, or in part, in other counties and in the State prisons; particularly, the experience of Onondaga County is worthy of study in this connection.

In view of the still existing deplorable idleness in the Rensselaer County Jail, of the inadequacy and impracticability of industrial occupation, such as weaving, in view of the needs of the roads, and the possibility of combining the greatest amount of good for the county, towns and the prisoners by this plan, we herewith strongly recommend that the Board of Supervisors appoint at its earliest convenience a committee to look into this matter, and to confer with Mr. Chas. A. Roemer, county superintendent of highways, and with the sheriff, for the purpose of realizing some such plan.

The county may be assured of the co-operation of the State Highway Department, of the officials of other counties who have had experience in this work, and of the Prison Association, which has made extensive inquiries into this subject.

#### PROGRESS MADE DURING THE YEAR.

1. The interiors of the boiler-room, kitchen and laundry were repainted. It was necessary to expend money only for material. The work was done by the prisoners.

2. The condition of cleanliness at the time of the last two inspections was more satisfactory than at the time of the first inspection. The uncleanness was criticised in the first report.

#### RICHMOND COUNTY JAIL, RICHMOND,

State Island, New York City.

Population.

Inspected —	By —	Male.		Female.		Total.
		Adult.	Minor.	Adult.	Minor.	
July 6, 1914.	E. R. Cass.	6	3	5	0	14

The capacity of the jail is as follows:

Adult males.....	47 cells
Adult females.....	15 "
Minor males.....	5 "
Minor females.....	5 "

The jail is under the supervision of the sheriff, Joseph P. O'Grady, who is assisted by a warden, 4 keepers, 2 matrons, 1 cook, 1 fingerprint expert and 1 farm hand. This jail is situated within the bounds of Greater New York, but it is not under the jurisdiction of the Department of Correction. It is located on a high piece of land and has exposure on three sides.

The building is a three-story fireproof structure. It is lighted by electricity and heated by steam. The windows are large and afford ample light for the interior and make adequate ventilation possible. The first and second floors are for male prisoners. On each floor there is a steel cellblock, divided by a utility corridor. Each cell is equipped with an iron hinged bed, a toilet in the niche, a set washbasin and a drinking cup. The bedding consists of mattress, blankets, sheets and pillow cases. In the female department there is a cellblock similar in design and construction to the one on the floor below. Consultation or visiting booths, in both the male and female departments, are well constructed so as to give privacy and prevent the smuggling of contraband articles into the jail. There is plenty of available space for a jail yard, but in the absence of a wall it is not used. A small garden is maintained in conjunction with the jail. At the time of the above inspection, a highly satisfactory condition of cleanliness prevailed in all parts of the jail. The beds were neatly arranged and clean sheets and pillow cases were very much in evidence in every cell. The prisoners were engaged in thoroughly scrubbing the ironwork and floors.

#### RECOMMENDATIONS MADE.

1. Furnish the material for the painting of the interior of the jail and let the prisoners do the painting under the supervision of some capable person.
2. Obviate the unsightly and unsanitary toilet condition by filling in the base of the niche in each cell with a layer of cement.
3. A jail yard should be provided so that the inmates of the jail may have an opportunity for outdoor exercise. There is plenty of available ground for a yard, which can be enclosed by a brick wall.

4. The small garden scheme outside of the jail should be the nucleus of a jail farm. With the addition of some more land, enough farm work would be available to provide for many prisoners.

#### PROGRESS MADE DURING THE YEAR.

1. The bars and the sides of the cells on each floor have been thoroughly scrubbed. To some extent, this has improved the appearance very much.
2. The toilet sets in the niche have been painted black. The need for improving the toilet condition was pointed out in the report of December 6, 1913.
3. Since August 1, 1914, a male cook has been employed at the jail. The inadvisability of having a female cook was brought to the attention of the sheriff in previous reports and interviews.

#### ROCKLAND COUNTY JAIL, NEW CITY.

Inspected —	By —	Population.
June 21, 1914	E. R. Cass.....	16 adult males.

The capacity of the jail is as follows:

Adult males.....	19 cells
Adult females.....	2 rooms
Minor females.....	1 room
Minor males.....	5 cells

The jail is under the supervision of the sheriff, L. W. Servin. He is assisted by a jailer and a matron.

The jail is an old structure built directly onto one side of the courthouse. The courthouse is not a fireproof structure, and in the event of fire there would be very little chance of protecting the inmates of the jail. The plan of construction in the jail does not permit the proper separation of prisoners. The cells are arranged on the cage plan, two tiers of cells on a side, five cells on a tier. The prisoners on the first and second tiers can communicate with each other by voice. The cells are not equipped with water-closets, but one water-closet is at the end of each corridor, and at the same place a washbasin with running water is located. The bucket system is used in each cell. There are two iron hinged beds in each cell. The bedding consists of straw mattresses, sheets and pillow



cases and blankets. There is no padded cell. The women's section consists of three rooms on the second floor and is accessible by a wooden stairway. The floors and partitions of this section are of wood. The windows are heavily barred. The rooms are small and it is necessary to place as many as four beds closely together in one room at times to accommodate the number of prisoners. There are no bathing accommodations for the women, it being necessary to carry tubs of water from the outside.

On the first floor there is a large room in which there are two small cages, two cells to a cage. Each cell is equipped with two iron hinged beds, an antiquated type of iron toilet, and a washbasin.

At the time of the inspection of June 21, 1914, the toilets in the cells of this room gave forth a foul odor. The condition of cleanliness throughout the jail was fairly satisfactory.

#### RECOMMENDATIONS MADE.

1. Rockland County should have a new jail, built along modern lines, so as to prevent the doubling-up in the cells and provide sanitary and fireproof living quarters and better facilities for the proper separation of prisoners according to age and the nature of their detention.

In order to improve temporarily the present conditions, the following recommendations are made:

2. More toilets of a modern design should be placed in the main section of the jail, one in each cell, in order to obviate the unsanitary bucket system.
3. Adequate laundry facilities should be installed.
4. A more adequate water-heating system should displace the present one.
5. A small supply of necessary clothing, such as shoes, socks, underwear and overalls should be kept on hand and distributed, with discretion, among the prisoners.
6. Rubbish, boxes and barrels should be taken out of the corridors and emptied daily.

#### PROGRESS MADE DURING THE YEAR.

The condition of cleanliness at the time of the above inspection was much improved as compared with the general condition at the time of the inspection of December 13, 1913.

#### ST. LAWRENCE COUNTY JAIL, CANTON.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
Feb. 14, 1914	E. R. Cass	23	1	1	0	25
Nov. 12, 1914	E. R. Cass	41	3	1	0	45

The capacity of the jail is as follows:

Adult males	25 cells
Adult females	5 rooms
Minor females	With adults
Minor males	2 cells

The jail is under the supervision of the sheriff, Thad. B. Day, who is assisted by an undersheriff, a jailer, a salaried matron, and a salaried cook.

The jail is a stone structure built onto the sheriff's residence. On the first floor there are seven cells on the north side and seven cells on the south side of the cellblock. The south side is divided into two sections, five cells in one and two in the other. The cells are not equipped with toilet or washbasin, but in each section there is one toilet and a washbasin in the corridor. The second floor is accessible by a wooden stairway. On this floor, to the east of the divided hallway, there is a large room which is divided into two parts. The cellblock in this room has seven cells on each side. There are two iron hinged beds in each cell; no toilet or washing accommodations. The toilet and sink are in the corridors. On the west side of the hallway there are five rooms which are reserved for female prisoners. Some of these rooms are equipped with two iron cot beds. There are adequate bathing facilities for the women. The bedding consists of a straw mattress and blankets for the men, and for the women there are straw mattresses, blankets, sheets and pillow cases. In the basement, in an almost totally dark room, there is a cage containing two cells. These cells were formerly used as a police lockup. There is no jail yard. The inadequate cell capacity which necessitates doubling-up always brings about a serious and demoralizing condition. This can only be remedied by enlarging the jail. The inadequate number of toilets is also unsatisfactory. The lack of accommodation for juvenile prisoners is perhaps the most serious criticism. It is practically necessary at all times to violate the law in this respect. As a matter of fact, there are no facilities which will enable the sheriff entirely to separate the

adults from the minors. In view of the fact that the sections are closed together, communication cannot be prevented.

The county authorities are to be highly commended for their willingness to experiment with the employment of jail prisoners on a jail farm. In this respect, St. Lawrence County stands as a criterion. So far as can be determined, the experiment has terminated in success and it is hoped that the plan will be further developed.

It was highly gratifying to inspect the storerooms in which the products of the farm are kept.

The farm is located about a mile from the jail. It consists of a tract of land comprising about 60 acres, and was purchased for about \$2,400. It took some time during the first season to get the land in a smooth and fertile state. While no records are kept, it is estimated that about twenty-five prisoners are employed daily on the farm during the season. There is always available work for about nine men around the jail. This means that, especially during the farming season, practically the entire population of the jail is employed. During the late fall and winter months most of the inmates are employed at stone-breaking. On the farm site a splendid barn has been constructed. It would have cost approximately \$1,500 to construct this barn; it is fair to assume that the inmate labor was worth from \$500 to \$600 to the county on this one particular piece of work.

The total value of the products of the farm for the fiscal year of 1914 was \$1,537.65. The broken stone sold for \$36.96. Concrete work and repairing of the jail barn with inmate labor is valued at \$40. The jail has been painted by the prisoners and the estimated cost of the material is \$100. If outside labor had been employed, it would have cost, approximately, \$250 to do this work.

During the first year no careful account was kept of the expense attached to the jail farm, although it is given in the 1913 report that the value of the products was \$1,592.23. This alone practically covered more than one-half the cost of the farm. The total expenditure for the farm for the year 1914 amounted to \$1,799.05. The total value of the farm products for the same year, to which it is fair to add the approximate amount saved by the inmates in constructing the barn, would bring up the total to \$2,174.61. Subtracting the total expenditure from this amount gives an approximate gain for the year 1914 of \$375.56.

The general condition of cleanliness at the time of the inspections was satisfactory.

### RECOMMENDATIONS MADE.

1. The jail farm should be steadily developed so that the most satisfactory results, both for the county and the prisoners, may be obtained.

2. Some attention should be given to the necessity of providing proper accommodations for minor prisoners.

3. The room in the basement, formerly used as a lockup, should be permanently closed so that it can not be used for the detention of human beings.

### PROGRESS MADE DURING THE YEAR.

1. The ironwork and interior of the jail have been painted a bright color; prison labor was employed. The need of painting was pointed out in previous reports.

2. The room in the basement is no longer used as a village lockup. The wretchedness of this room was pointed out in previous reports.

3. A large refrigerator has been installed.

### SARATOGA COUNTY JAIL, BALLSTON SPA.

		Population.				
		Male.		Female.		
Inspected—	By—	Adult.	Minor.	Adult.	Minor.	Total.
Jan. 17, 1914	E. R. Cass.....	70	2	0	0	72
July 18, 1914	Philip Klein.....	33	0	0	0	33
Nov. 6, 1914	E. R. Cass.....	34	0	1	0	35

The capacity of the jail is as follows:

Adult males.....	21 cells
Adult females.....	3 "
Minor females.....	With adults
Minor males.....	5 cells

The jail is under the supervision of the sheriff, C. L. Griffin, who is assisted by an undersheriff. The county allows \$20 per month to defray the cost of preparing food for the prisoners. This money is used during the winter months to hire a regular cook, and in the summer it is divided among the prisoners who work as cooks. It was said that it is impossible to get a regular and satisfactory cook for the sum of \$20 per month. The undersheriff's wife acts as matron but receives no salary.

The jail is a brick structure built directly onto the courthouse and is divided into two sections. The main section has on the first floor a modern type of steel cellblock, and on the second floor a similar but smaller cellblock. The rear section of the second floor is made up of large rooms which are used for witnesses and sick prisoners. The other section is built on the east side of the courthouse. On the first floor used for women there are three cells, a washroom and a detention room. The second floor is similar to the first and is usually used for the detention of boys. Access to this section is had only by means of a wooden stairway which is located in the courthouse. There is a serious fire danger because of this wooden stairway and the limited means of exit. The cells are equipped with two iron hinged beds, a set washbasin and a toilet in the niche. There is a padded cell in the basement but it was said that it is not used.

A pitiful condition exists on the first floor, north side of the main section of the jail, due to the fact that "drunks" and vagrants are kept in this section. It is poorly lighted and ventilated, and to keep the cells and bedding free from dirt and vermin is a difficult task. It is necessary to double-up in these cells practically all the time. There is no jail yard.

At the time of the inspection of January 17th, the cells, beds and bedding, corridors and washbasins were in a fair state of cleanliness. While the toilets were in working order, because of the rusted condition of the iron surrounding the tops of the same, an unsanitary condition existed. A satisfactory condition of cleanliness was found at the time of the inspection of July 18th. At the time of the inspection of November 6th, the bedding in the section on the east side of the lower floor was dirty and not properly arranged. The shower-bath at the end of the cellblock was not clean. The prisoners on the west side of the lower floor were engaged in mopping; the equipment of the cells was somewhat disarranged because of this cleaning. The padded cell was used for the storage of potatoes. The section in which the female prisoners were detained was not orderly.

#### RECOMMENDATIONS MADE.

1. The windows in the east side wall should be enlarged to permit a better supply of light and air to enter the corridors and cells on the first and second floors of the jail proper. By enlarging the windows it would not necessarily weaken the side walls, because that could be remedied by a steel frame. The windows could be guarded with tool-

proof barring, and to prevent people from coming into the alleyway which separates this side of the building from the courthouse, a gate could be placed at one end. Something along this line must 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 that is 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 in lieu of only a small outlay of money, the county is sacrificing the use of the upper floor for prisoners. As a matter of fact, the danger is not only to this wing but to the whole jail proper, because a serious fire in the courthouse would probably prevent escape of prisoners. The danger of this situation will be desperately realized by the county officials if they are some time called upon to answer for the harm or loss of life which comes to some of the inmates as the result of a fire. It is urgently recommended that iron sheeting be placed 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. Of course, if a fire destroys the stairway in the courthouse, there will be practically no chance of getting the prisoners out of the upper story of this wing, located at the right of the jail proper. It is therefore necessary to have an entrance to the alleyway from the second floor and a stairway out into the alley.

3. The duties of a matron are sometimes very disagreeable, and it is unfair to expect a jail official to ask his wife to perform this work without some compensation. A matron is absolutely necessary for the protection of female prisoners and to safeguard the jail officials from unwarranted criticism.

4. It is undesirable to use this jail as a city lockup, because it is not only bad on general principles, but the jail is inadequate to care for the number of county prisoners which are sent to it. The town of Milton should have a lockup of its own.

5. Recharge the fire extinguishers in the courthouse.
6. Remove the iron sliding doors of the toilet niches.
7. Distribute new mattresses, especially in the east side of the lower floor.
8. Install a more adequate laundry equipment in the basement of the jail.

9. It is strongly urged that the Board of Supervisors, in the interests of the people whom they represent, and also for the welfare of the unfortunates in the jail, take the necessary steps to abolish the deplorable idleness which exists in the jail at present. Section ninety-three of the County Law, pertaining to food and labor, reads as follows:

"Such keeper shall cause each prisoner committed to his jail for imprisonment under sentence, to be constantly employed at hard labor when practicable, during every day, except Sunday, and the board of supervisors of the county, or the judge of the court, may prescribe the kind of labor at which such prisoners shall be employed; and the keeper shall account, at least annually, to the board of supervisors of the county, for the proceeds of such labor . . . . and the boards of supervisors of the several counties are authorized to employ convicts under sentence in the county jails, in building and repairing penal institutions of the county, and in building and repairing the highways in their respective counties and in preparing the materials for such highways for sale to and for the use of such counties or towns, villages and cities therein, and to make rules and regulations for their employment; and the said board of supervisors is hereby authorized to cause money to be raised by taxation for the purpose of preparing materials and carrying this provision into effect; and the courts of this state are hereby authorized to sentence convicts committed to detention in the county jails to such hard labor as may be provided for them by the boards of supervisors."

From this law, it can be seen that it is within the jurisdiction of the Board of Supervisors to employ jail prisoners. There are many reasons why inmates of the jail should be employed. To deal with prisoners intelligently, the county authorities must abolish idleness, because it is impossible for any man to develop into something better than his original state—that is, at the time of his commitment—as long as he is permitted to go through long hours with

nothing to occupy his mind or to necessitate the use of his limbs. Idleness tends toward physical and mental deterioration.

It must be understood that the normal man finds it very easy to get into trouble when he has nothing in particular to occupy his mind.

The fact that a man is to be released after a fixed period is too frequently lost sight of. We must consider what effect is produced upon the individual by idleness and improper association and upon society, subsequent to his release. Therefore, for the benefit of the individual, which ultimately means the benefit to society, work must be provided.

For a moment let us forget the man inside of the jail and think of the man working in the field. Must he not contribute toward the support of the prisoners as well as the man riding in his automobile? Is it fair that the taxpayer should be asked to pay \$1.10 per week per prisoner and not find any attempt made by the representative body of the people to cause the prisoners to be dealt with intelligently, or even in a way that will make them somewhat self-supporting?

There are two highly desirable ways for employing jail inmates. One, in a jail farm. The authorities of St. Lawrence County, Canton, N. Y., are highly satisfied with their jail farm which has been working for two years; during that time it has practically paid for itself. It was originally purchased for \$40 an acre, sixty acres in all. Since then a splendid barn has been erected on the farm which is less than a mile from the jail, this work being done by inmate labor and the cost defrayed by money credited to the farm products. At the present time the cellar of the jail and parts of the cellar of the courthouse building are stocked with all kinds of vegetable products, more than sufficient to supply the needs of the jail until the next farming season opens. Since the farm has been in operation, the per capita weekly cost for the prisoners has been reduced from \$1.46 to \$1.27. This reduction would be greater if it were not for the fact that the farm had to be developed and the equipment purchased.

It is necessary to hire the services of only one guard who thoroughly understands farming, and with an average of

25 to 30 men working under his supervision, daily, during the farming season, the results have been highly gratifying.

During the season when sufficient farm work is not available, stone-breaking is substituted, so that practically all the year round in this county the prisoners are employed. Not only has this plan been a financial aid to the taxpayer, but it has practically obviated the deplorable idleness and has made a noticeable decrease in the population.

At the present time in Saratoga County there is plenty of available work for the prisoners on the fair grounds. The merits of this scheme, which would improve the condition of the fair grounds, are best realized by yourselves.

At the present time there is a resolution, passed August 10th, on the record books of the town of Milton, authorizing the town superintendent to employ convict labor from the jail on the highways. That seems to be as far as the matter has gone. For example, in the town of Milton the appropriation for highways is very small, by tax only \$1,952.19, and with State aid this was brought up to \$3,516.75. This small amount means that the town of Milton cannot undertake very much new work of a permanent nature, the present sum being devoted to upkeep and slight improvement. With a small appropriation from the county treasury, much needed improvement could be started on the roads in the town of Milton. The town itself is not able to raise enough money to undertake work which is actually necessary. This experiment could be under the supervision of both the county and town highway superintendents, and if the work is successful the same could be done, eventually, for all towns in the county.

The county superintendent states that there is plenty of available highway work, particularly in such cases as the town of Hadley, where there is a stretch of road three-quarters of a mile long, badly in need of permanent fixing.

This plan of employment will not be as attractive financially as the plan offered by the State Prison authorities, but it will not always be possible to get the benefit of the proposition offered by the State Prison officials, and the bad roads will still be a great handicap to the county. Ultimately, the employment of county jail prisoners will pay as well as the State prisoners, because the county will have full supervision of the work and will be able to depend

upon it indefinitely. That is to say, under the present plan it is hard to tell whether or not the county will be able to secure State Prison labor next year, whereas if the county jail labor is once well established, it could be depended upon from year to year.

It might be contended that jail labor will displace free labor. Highway officials throughout the State say that this is not true, on the ground that in many cases there is insufficient free labor available, and, secondly, that the towns are not able to raise sufficient money to have the improvements made which are of the utmost importance to them.

#### PROGRESS MADE DURING THE YEAR.

1. The ironwork in the various parts of the jail has been painted white. The need of painting was pointed out in the report of January 17th.

2. A layer of cement has been placed in the base of each toilet niche. A recommendation to this effect was made in the report of January 17, 1914.

#### SCHENECTADY COUNTY JAIL, SCHENECTADY.

Inspected —	By —	Population.				Total.
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	
Jan. 15, 1914	E. R. Cass	76	6	7	0	89
May 12, 1914	E. R. Cass	54	7	4	0	65
July 18, 1914	Philip Klein and E. R. Cass	45	0	5	0	50
Sept. 18, 1914	Philip Klein	0	0	0	0	0
Nov. 22, 1914	Philip Klein	0	0	0	0	0
Dec. 17, 1914	E. R. Cass	62	0	7	0	69

The capacity of the new jail is as follows:

Adult males	80 cells
Adult females	4 "
Minor females	With adults
Minor males	4 cells

The jail is under the supervision of the sheriff, L. A. Welch, who is assisted by a matron, two jailers and an undersheriff.

At the time of the first four inspections of this year, the old jail was still in use. This wretched structure was described in detail in the annual report of last year.

The new jail is a four-story brick structure built onto the rear of the sheriff's residence. It has exposure on three sides and a jail yard on the west end. There is a doorway in the north wall of the yard which opens into the yard of the courthouse.

The windows in the side walls run almost the full height of the building and the sections on each floor work on the slide sash arrangement. There are also wire screens.

Entrance to the basement can be had through the sheriff's residence and also from a passageway on the north side of the jail.

The basement consists of one large room which runs the full length of the jail on the north side and has in it toilet and bathing accommodations. On the west end of this room there is a doorway which leads into the jail yard. This room will probably be used as a garage or storeroom. On the south side of the jail is the laundry room, not yet fully equipped, and the kitchen. Access to each floor of the jail is by means of an iron stairway, situated in a space about 8 feet wide, between the sheriff's residence and the jail.

On the first floor there is a steel cellblock, divided by a utility corridor, with ten cells on each side. The dimensions of these cells are 8 feet by 6 feet by 8 feet. Each cell is equipped with one iron hinged bed, a washbasin with cold water attachment, and a water-closet in the niche. Clothes hooks are on one side of the cell walls. The toilets are flushed by a chain attachment with a wooden knob, with the end inserted in one of the small ventilating holes in the top of the niche. There are no electric lights in the cells, but instead lights are located in the outside corridor, one between every two cells.

The fronts of the cells are made up of bars and the doors work on the slide system with central lock control on one end.

There is a shower-bath compartment in each corner of the west end. There are seven windows on the north side, seven on the east side and three on the west end. Each floor is heated by steam pipes which extend along the side walls.

The floors of the cells, and the floors inside and outside of the corridors, are of red concrete. The second, third and fourth floors are identical in design with the one just described.

On the top floor, directly above the sheriff's residence and on the east side of the stairway which leads to the different floors of the jail, is a room containing a small cellblock and two hospital rooms. This small cellblock has four cells on each side which are similar in equipment to the cells in the main section but are considerably larger. Four of these cells are to be used for juvenile and four for female prisoners. The hospital rooms are large, well

lighted and equipped with bathtub, water-closet, and washbasin with running water attachment.

The total number of cells throughout the jail is 88. It is very unfortunate that more cells are not provided. The population in the old jail was usually very nearly 100, and there is no doubt that doubling-up in the cells or placing cots in the corridors will be necessary, especially in the winter months.

While there is a jail yard attached, its use will very likely be retarded because prisoners can get over the wall very easily by means of the bar work on the windows.

On the ground floor of the courthouse there is a section set off for the detention of prisoners prior to their entrance to the courtroom. The equipment consists of four cells, which will very likely be used for men only. It was said that women will be detained in the sheriff's waiting-room.

At the time of the inspection of January 15th, the condition of cleanliness in the old jail was very unsatisfactory, even worse than the condition which prevailed at the time of the inspection of June 21, 1913. On one of the floors of the building, the remains of what must have been a large paper fire were found and the prisoners stated that it had been used to kill the roaches and vermin. In another part of the jail a prisoner was found in the act of lighting a small pile of paper and when asked why he needed a fire in his cell he replied that he wanted to heat his food. The bedding throughout was badly worn, dirty and full of vermin. The prisoners complained of rats being so numerous that they could not sleep at night. The inspector arrived soon after the mid-day meal had been served. The corridors were strewn with litter. It seems that the practice was, that after dinner the men threw their pans and the remains of the meal out into the corridor and some time later one of the men was assigned to clean it up.

At the time of the inspection of May 12th the old jail was still in use but it was exceedingly gratifying to find it in a very clean condition, perhaps cleaner than it had ever been before. The side walls, floors, stairways, cells and cellblocks had been thoroughly scrubbed, in some instances down to the raw material. The management deserves to be commended for this improvement. The wretched condition of the bedding was about the same.

On July 18th, the condition of cleanliness in the old jail was satisfactory. The law relative to the classification and separation of prisoners was not strictly observed.

On September 18th, the condition of cleanliness in the old jail was satisfactory.

On November 22d, the condition of cleanliness in the new jail was not altogether satisfactory, but it was felt that the sheriff and his staff were making definite efforts to bring about satisfactory results. Since the completion of the new jail there has been added to the cell equipment a table and a stool and in each corridor two long benches. Each prisoner is given a piece of soap and a towel. Fumigating apparatus has been installed in the basement. The beds are supplied with mattress, blankets, sheets and pillow cases.

At the time of the inspection of December 17th, a satisfactory condition of cleanliness prevailed throughout all parts of the jail.

#### RECOMMENDATIONS MADE.

1. The cleanliness and proper administration of the jail can not be kept up to the proper standard with the present force of but one keeper on duty at a time. The duties of the sheriff and deputy sheriff make it impossible for them to devote the proper amount of attention to the administration of the jail. The cook, receiving a salary of \$30 a month, should not be required to deal directly with the prisoners in any other capacity than that of chef. At present there are three keepers on eight-hour shifts. For two of these periods their services are sufficient. For the period, however, between 8 A. M. and 4 P. M., when all the court and other transactions are carried on, there should be another keeper whose particular business would be to look after the cleanliness and general management of the jail. We urgently recommend the employment of an additional keeper.

2. Proper brushes and cleansing instruments should be bought to enable the administration to keep the toilet bowls clean. These are, even now when the jail is still new, in poor condition, and unless remedied immediately will turn black.

3. Special precautions should be taken to safeguard the ironwork surrounding the top of the toilet bowl in the niche. Although these toilets have been used only a short time, there is evidence that rust is beginning to attack the ironwork. It has been proved that paint will not check this rust, which cannot be kept out of this type of toilet with the present arrangement. The only satisfactory way of overcoming this is to fill in the base of the niche with a layer of cement. A composition of one and one-half

parts of moulding sand and one part of Atlas or Portland cement should be used. This layer of cement should be properly sloped toward the center of the bowl so that proper drainage can be had. The sliding doors in front of the niche had best be removed. In almost every case, they prove to be more of a detriment than an advantage, first, because they retain moisture in the niche, and, secondly, because the groove in which the door slides retains dirt and moisture and eventually permits vermin and dirt to accumulate.

4. It is recommended that an electric iron and an ironing-board be installed so as to supply facilities for the prisoners to press their clothes before discharge. It is difficult for a man to obtain employment with his clothing all in creases.

5. It is further suggested that a supply of paint be kept in the jail to retouch parts spotted by water and other substances.

6. Also that the present satisfactory condition of the bed clothing be still further improved by removing from the cell the blanket of a man upon his discharge and not giving it to another man before it has been thoroughly washed, and that the linen be washed weekly.

7. Further, that some part of the jail be set aside, if possible, as a reception tier, to which prisoners shall be brought and from which they should issue only after a thorough cleaning, and inspection by the jail physician.

8. The suggestion made by the jail authorities to make the garage serve as a dining-room to feed the prisoners there instead of in the cells is approved and recommended.

9. Food should not be served to the prisoners cold, as was found to be the case on one inspection.

10. Three meals should be served every day. Schenectady County is one of the very few counties of the State still stigmatized by feeding their prisoners but twice daily. It is not humane to keep men without food from noon until the morning of the next day. The relative expense of increasing the number of meals has been found in jails where it has been tried to be very small and it would surely be justified even if it were large.

11. Not only should the number of meals be increased but the quality should be improved. A number of prisoners have complained of the poor quality, especially

of the meat. While statements of prisoners on this matter can naturally be discounted, their claim in respect to the food was largely corroborated by the officials of the jail. We suggest that the Board of Supervisors direct the purchasing agent to make his purchases for three meals a day and in such a way as to provide more acceptable quality of food stuffs.

12. The top of the wall surrounding the jail yard should be fitted with iron barring so that the prisoners cannot get over the wall easily. This will make possible daily outdoor exercise which is absolutely essential.

13. Heavy steel wire mesh should be placed on the barring of the windows in the basement. At present it is easy for people on the inside to communicate with those on the outside.

14. At the time of the inspection of November 22, a survey was made in order to determine the possibilities of employment for the convicted prisoners in the jail. The following plans were submitted to the Board of Supervisors for consideration:

The forms of employment that present themselves as most practicable for the male element of the population, are:

(a) Labor on the highways during the spring, summer and early fall, and

(b) Labor at stone-crushing during the season of the year when work on the roads is impossible.

Thus, by employing the prisoners in crushing stone on a large scale during the winter, it will be possible not only to keep them busy, which is the main purpose of the plan, but the county will be able to prepare a large amount of road material to be used both by the prisoners and on other county and town work on the highways during the highway season.

The advantages of this combination, as is easily seen, are:

First, the supply of work throughout the year, and

Secondly, the nature of the work, which is largely in the open and therefore will make for the upbuild and regeneration of the prisoners, both physically and in habits of life.

However, it is advisable that the organization of this labor shall be profitable to the county as well as to the

prisoners. We therefore propose, definitely, two alternatives for the organization of this work. With the experience and good judgment of the county superintendent of highways, it will be easy to decide upon the preferable plan.

#### Plan A.

Section 70 of the Highway Law reads as follows:

"After satisfying himself that proper quarters can be secured, the town superintendent may, with the consent of the town board, request the supervisor of the town under the provisions of section ninety-three of the county law, to procure the services of prisoners serving sentence in the county jail, for general work upon the public highways of the town."

In other words, the county jail prisoners can be worked on town highways after proper arrangements between the county and the town authorities. It is well known that Schenectady county contains 347 miles of unimproved town highway, and that for the improvement of these town highways there is the very limited sum composed of town taxes and State aid. In 1913 the amount expended on road work proper on these highways has been \$23,544.99. Not only is the money available small, but labor is scarce and unsatisfactory and often not at hand when needed. If, therefore, the labor of prisoners were turned over to these towns, they could make the amount at their disposal go so much farther. Incidentally, the jail prisoners would be put to practically an unlimited amount of work. Arrangements could be made on some such plan as this:

The county would supply the prisoners, properly guarded, and if work is done within reasonable distance of the jail, would also house them within the jail over night. The town would bear the burden of the expense of maintaining, guarding and transporting the prisoners while working on the highway. Should the work be done at such a distance from the jail that their daily return to the jail would be made impossible, so that portable camps would have to be erected, then probably the county and the town would have to join in this expenditure. Thus, in a large road gang of prisoners there would be civilians employed approximately as follows:



Outside of the town superintendent, an engineer, roller-man, teamsters, who are hired with their teams per diem, and the guards. This expense, compared with what it would cost to employ free laborers to do the same work, would be negligible.

As a result, then, the cost of maintenance on the part of the county would be considerably reduced. There would be an end to the deplorable idleness, and a considerable gain in good roads would be the net result.

During the winter, prisoners could be employed in stone crushing on a large scale. The county is empowered by Section 93 of the County Law to carry on such work and to purchase or lease not only the quarry but also stone-crushing machinery. The market for stone thus crushed would be, in the first place, the town highways to be built by the same prison labor during highway season, and in the second place, any other highway work undertaken within the county or outside the county for the county, State, or other political subdivision.

#### Plan B.

A second feasible plan, that particularly suggested by Mr. Harry W. Cregier, is to improve some town highways as county roads, that is, to have the work conducted as a county undertaking. This general scheme is the one carried out in the large road-building operations in Onondaga County by County Superintendent Frank E. Bogardus. In this case 25 per cent of the total cost is borne by the town and 75 per cent by the county. The stone-crushing work would, of course, be carried on under this plan as under the other.

We have endeavored to obtain the number of prisoners available for work in Schenectady county jail. From the nature of the records it has been impossible to get absolutely reliable estimates. On the two days of inspection covered by this report there were 26 and 41 male prisoners serving sentence, respectively. These represent approximately 65 to 70 per cent of the total population on those days. The average daily population for almost 11 months of the past fiscal year in the Schenectady County Jail has been 70.21. About 70 per cent of this number would be 49. Taking the summer months, from

May to September inclusive, the average population was 59. About 70 per cent of this number would be 41. In other words, from figures available, there would be an average of 40 to 50 prisoners serving sentence in the jail at any time, the majority of whom could be worked, making a good-sized road gang.

In the former experience of Schenectady county in road building, while the result as a whole was not successful, the trouble lay not in prison labor but in other circumstances. A history of that attempt at road work shows three or four miles of constructed road, with an average of 30 prisoners working.

The above plans as a whole, we are sure, are sound, though they may have to be modified in detail to make them accord with local conditions. The experience of other counties will bear this out.

We suggest that the organization of a definite plan, the arrangement of its details, the location of a proper quarry, and other matters appertaining to the work, be entrusted to the county superintendent of highways, and that he be requested for this purpose to study the work done heretofore in Onondaga County.

15. The Schenectady County Jail seems to have a daily average of six to eight women serving sentence. The idleness of these women is no more warranted than that of the men. It is suggested that some representative of the Board of Supervisors, or the sheriff, be empowered to make arrangements with the city or county hospitals, poorhouse, children's or other institution, to take sewing or other similar work to be done by the women in their section of the jail for the respective institutions for little or no compensation, with the purpose of supplying them with labor.

#### PROGRESS MADE DURING THE YEAR.

1. The condition of cleanliness improved in the old jail while it was used. In reports made in the early part of the year, the uncleanness was severely criticised.

2. The new well-equipped jail is now in use.

3. The Board of Supervisors have appointed a special committee to consider the possibility of employing the convicted inmates of the jail. As yet no definite action has been taken but the matter is a live one among the county officials.

## SCHOHARIE COUNTY JAIL, SCHOHARIE.

Inspected —	By —	Population.				
		Male.		Female.		Total.
		Adult.	Minor.	Adult.	Minor.	
Jan. 21, 1914	E. R. Cass	2	1	0	0	3
July 21, 1914	Philip Klein	0	0	0	0	0

The capacity of the jail is as follows:

Adult males	8 cells
Adult females	2 "
Minor males	With adults
(With a very small population the minor males can be separated from adults.)	
Minor females	With adults

The jail is under the supervision of the sheriff, R. J. Dutton. The sheriff's wife acts as matron.

The jail is built in the rear of the courthouse and is connected with it by an enclosed wooden bridge. The jail consists of two floors. On the first floor there is a cage containing five cells. These are usually used for grand jury prisoners. Each cell has in it one iron hinged bed and a toilet. The beds are equipped with a mattress, blanket, sheets and pillow cases. The only means of bathing in the jail is a bathtub in the front corridor on the first floor. Access to the second floor, which is divided into two parts, is had by a stairway situated in the front corridor on the first floor. One section of the second floor is used for male prisoners serving sentence and the other for female prisoners. These two sections are separated by a partition. This arrangement does not secure women prisoners from annoyance from the male prisoners. There are no satisfactory means of providing for juvenile prisoners when there are adult prisoners serving sentence and when adult prisoners are held for the grand jury. Furthermore, there are no bathing facilities or adequate toilet accommodations in either of the two sections. The small windows of the jail do not permit a sufficient amount of light and air to enter. In the cells of the second floor there are two beds in each cell.

At the time of the inspection of January 21st a better condition of cleanliness was found throughout the jail than was found at the time of the inspection of September 5, 1913, but many undesirable features remained. The inside portions of the side walls were in a dilapidated condition and the absence of plaster in many places made it easy for prisoners to dislodge the bricks in them. A short time previously three prisoners took advantage of this condition and made their escape.

The walls of the cells were dirty and pencil-marked. The concrete floors were cracked and broken in many places. The toilets were badly worn and rusted. The practice of throwing papers and rubbish on the top of the cells continued. Prisoners serving sentence were permitted to roam about the entire jail. The inadequate bathing facilities were not improved and the hot-water system was not in proper working order.

At the time of the inspection of July 21, 1914, it was found that many improvements had been made and other changes were also in progress.

## RECOMMENDATIONS MADE.

1. The old mattresses, which must still be full of vermin, should be burned, instead of being introduced again into the cells which have now been cleaned and rid of vermin by painting. These mattresses are said to have been in use for seven or eight years. It is strongly urged that an entirely new set of mattresses be used, now that the blankets have been washed and the jail overhauled.
2. Additional electric lights should be installed on the east side of the jail.
3. An additional session of the grand jury should be held each year.
4. The Board of Supervisors should require a more businesslike and efficient care of the jail by the sheriff.
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. The many abuses connected with the fee system finally brought about its discontinuance throughout the State, excepting in two counties. The plan in vogue in practically every county in the State, relative to defraying the cost of feeding the prisoners, is simple and highly satisfactory. In some instances, the Board of Supervisors appoint a purchasing committee and they buy the necessary supplies for the jail, including food stuffs, the bills being submitted to the county auditor for inspection and then submitted to the county treasurer. In most of the counties the sheriff buys the necessary supplies and submits the bill to the county auditor and then to the county treasurer for payment. In this way there can be no suspicion as to how much the sheriff is making from the board of the prisoners. Thirty-three counties of the State in 1913 were feeding prisoners for less than \$2 per person per week.

## PROGRESS MADE DURING THE YEAR.

The records of the Board of Supervisors show that the following improvements have been made, or are to be made, in accordance with recommendations made by this Association in previous reports:

1. The concrete floors are to be repaired.
2. The whole jail has been painted gray.
3. The inside walls have been entirely covered with sheet iron.
4. The toilet bowls and plumbing and sinks are to be replaced.
5. New mattresses are being furnished and blankets are being washed.
6. Wire netting has been stretched around the top of the cage of the cells so as to prevent the prisoners from throwing rubbish on the top of the cells.
7. The whole jail has been thoroughly cleaned.
8. A steel cage has been constructed around the bathtub on the first floor so that prisoners can now bathe with some degree of privacy.

## SCHUYLER COUNTY JAIL, WATKINS.

Inspected —	By —	Population.
Mar. 17, 1914	E. R. Cass	2 adult males.

The capacity of the jail is as follows:

Adult males.....	8 cells
Adult females.....	2 rooms
Minor males.....	2 "
Minor females.....	1 room

The jail is under the supervision of the sheriff, H. J. Mitchell, who is assisted by a jailer and a matron.

The jail is a small and antiquated structure built onto the sheriff's residence. On the first floor there is a solid stone cellblock, with four vault-like cells on each side. The cells are not equipped with toilet or washing accommodations. In the far end of the corridor on each side of the cellblock there is a small compartment, containing a set washbasin and a water-closet. In the northwest corner of this floor there is a bathtub, presenting the only bathing facilities for the prisoners on this floor. The bathtub projects into the corridor, destroying privacy. The sheriff says that the prison is converted into a "small theatre" every time a prisoner takes a bath.

In the corridor on the south side, and also in the corridor on the west end, there are iron partitions of lattice-work design, but these do not prevent communication between the prisoners.

The jail is very small and the sheriff tries to give the men as much exercise as the construction will permit.

The second floor is reached by a wooden stairway. There are five rooms, two on one side and three on the other, separated by a central hallway. This section is not fireproof, but incarceration is much more desirable in the rooms on this floor than in the stone cellblock on the first. These rooms are usually reserved for female prisoners or juveniles.

There are suitable bathing and toilet accommodations available. The bedding throughout the jail consists of mattress, blanket, sheets and pillow cases. These were found satisfactorily clean at the time of the above inspection.

With a population of only two, the unsatisfactory physical features of this jail are not so pronounced, but to have only two prisoners is somewhat out of the ordinary for this jail. As a rule, the average population is from eight to ten.

The jail was found satisfactorily clean at the time of the above inspection, in every part, and it was evident that the management is trying to obtain good results with the poor plant at their disposal.

Quite out of the ordinary in county jails, numerous signs were hung on the side walls and the fronts of the cells, forbidding spitting, swearing and boisterous language. Unfortunately, there are only two grand jury meetings each year in this county. This works much hardship and injustice on grand jury prisoners and it is not unusual for men to wait eight or nine months before being indicted or discharged.

## RECOMMENDATIONS MADE.

1. The county authorities are strongly urged to appoint a committee to visit some of the jails which represent a modern type of structure, in some of the nearby counties, for example, Yates, Seneca at Waterloo, and Tioga, in order to see for themselves how antiquated a structure the present jail is, and how difficult it is to handle the jail population according to the laws and to make healthful living accommodations.

2. A partition should be constructed around the bathtub, so that a prisoner can bathe with some degree of privacy. The unsatisfactory housing conditions and impossibility

of properly separating the prisoners afford sufficient chance for immorality.

3. At least one additional meeting of the grand jury should be held during the year. The present system works much hardship and injustice on a prisoner awaiting the action of the grand jury. Prisoners have not infrequently waited eight or nine months for the action of the grand jury and were then discharged by that body. During these long months the prisoner can be well schooled in crime.

4. It is also urgently recommended that the prisoners be employed. The jail should act partly as a correctional agent and not as a school for developing criminals. The present system, the main feature of which is deplorable idleness, does anything but improve a prisoner mentally, physically and morally.

#### PROGRESS MADE DURING THE YEAR.

1. The interiors of the first and second floors have been repainted.

#### SENECA COUNTY JAIL, WATERLOO.

##### Population.

Inspected —	By —	Male.		Female.		Total.
		Adult.	Minor.	Adult.	Minor.	
Mar. 16, 1914	E. R. Cass.	23	0	0	0	23
Dec. 14, 1914	E. R. Cass.	16	1	0	0	17

The capacity of the new jail will be 35 cells.

The old jail had accommodations for

Adult males	14 cells
Adult females	1 room
(No separate quarters for minor males or minor females.)	

The jail is under the general supervision of the sheriff, W. H. Excell. The undersheriff, who is practically in charge, is assisted by his wife who acts as matron.

At the time of the inspection of March 16, 1914, the old jail was characterized as the most wretched jail in the State for the detention of human beings, it being necessary to keep a fire in a large stove every day to dry out the dampness.

There is one cell room in which there is one stone cellblock with two tiers on each side. There are five cells on the lower tier and two extra large cells on the upper tier. The cells are of the stone vault-like type, with heavy iron lattice-work doors. The cells on the lower tier were designed to accommodate one or two prisoners and those on the upper tier, two, three or four. The bedding consists of mattress and blanket and was found to be dirty and damp. The ventilation in the cell house and the cells was inadequate. The toilets and washstand in the corridors were found in wretched and dirty condition. There was no evidence that any attempt had been made to keep the enamel work free from slime. In one of the corridors a roller towel was found hung to the partition. This was the only available towel for twenty-four men and it presented a discolored appearance, almost as bad as that which existed in the toilets and the urinals. The prisoners said that the towel was changed "once in a while."

At the time of this inspection it was said that the plans for a new jail had been approved by the Prison Commission and that the construction work was soon to begin.

At the time of the inspection of December 14, 1914, the old jail was still in use and the condition of cleanliness was slightly improved. The new jail was nearing completion and it was said that it would be ready for occupancy by the 1st of January, 1915.

#### RECOMMENDATIONS MADE.

1. The town of Waterloo should have a lockup of its own.

#### PROGRESS MADE DURING THE YEAR.

The old jail was severely criticised in previous reports. It is gratifying to note that its use is to be discontinued and that the county will have at its disposal a jail of modern design and equipment.

#### STEUEN COUNTY JAIL, BATH.

##### Population.

Inspected —	By —	Male.		Female.		Total.
		Adult.	Minor.	Adult.	Minor.	
May 19, 1914	E. R. Cass.	14	0	1	0	15
Nov. 12, 1914	Philip Klein.	42	1	0	0	43

The capacity of the jail is as follows:

Adult males.....	28 cells
Adult females.....	4 "
Minor males.....	1 room
Minor females.....	1 "

The sheriff of the county is William H. Murray. His staff consists of an undersheriff, two guards, a turnkey and a matron, also a male cook.

The main section of the jail is built on the pit plan and consists of two parts. The part in which the cells face the pit directly is for the detention of convicted prisoners, and the cells on the upper part, which are reached by a stairway which leads up from the pit, are used for persons awaiting the action of the grand jury. The rear of these cells faces the pit, and the fronts, the windows in the side walls. Communication between the prisoners serving sentence and those held for the grand jury is very easy, because part of the rear of the grand jury cells is open, and through this opening it is very easy for them to converse with those in the section below.

The other part of the jail is made up of individual rooms which are large and well ventilated. They are located on the other side of the building on the upper floors.

This jail is used as a police lockup, but no prisoners are received unless committed by the magistrate. The floors of the pit section are of steel. It is impossible to keep them covered with paint and as a result rust is always visible. The cells are equipped with iron hinged beds, washbasin and toilet. The rooms are equipped with iron cot beds, washstand and toilet. The bedding consists of mattress and blanket. The jail is heated by steam and lighted by electricity. There are electric fans available for forced ventilation.

The building is practically fireproof. There is a central iron stairway which gives access to the various parts of the jail and there is a standpipe with hose connections.

At the time of the inspection of May 19, 1914, a satisfactory condition of cleanliness prevailed in all parts of the jail and the prisoners had no complaints to offer.

At the time of the inspection of November 12, 1914, the general condition of cleanliness was not altogether satisfactory and below the standard found at the time of the previous inspection.

#### RECOMMENDATIONS MADE.

1. A padded cell is badly needed.
2. The prisoners serving sentence should be prevented

from communicating with the prisoners awaiting trial, by placing prisoners serving sentence in some other section of the jail, particularly in the empty rooms.

3. The steel floor in the pit should be replaced by a cement floor, which will be more serviceable and easier to keep clean.

4. It is of great importance that sheets and pillow cases be supplied to every prisoner. Also a clean blanket should be given to every prisoner on admission. It is the duty of the county to protect the health of its prisoners and to prevent their exposure to infection. Yet the lack of sheets and pillow cases, and the necessity that prisoners use the same blanket that has been used by other prisoners and not laundered, directly jeopardizes their health. We recommend, therefore, the immediate acquisition of the necessary number of sheets, pillow cases and mattress slips, and the installation of a system by which every newly admitted prisoner shall receive a complete and clean set of bedding, of which the sheets and pillow cases should be laundered every week and blankets and mattress slips at least once in two weeks. All bedding should be removed when a prisoner is discharged and not used by other prisoners until after being laundered.

5. The previous standard of cleanliness in the jail should be re-established.

6. One of the rooms above the pit should be utilized as a reception room for newly admitted prisoners.

7. At the time of the inspection of November 12, 1914, the plan of employment in vogue was studied and also the possibilities for further employment of the inmates.

Steuben County has tried to supply labor for the prisoners, but so far the results have been very unsatisfactory. Stone-breaking by hand is slow, arduous labor at which prisoners can shirk their task very easily. The amount of stone that can be broken by hand labor is very small; therefore no very large market can be sought for it. The number of prisoners engaged on the stone pile is not large enough, and cannot be large enough, to employ all the inmates of the jail. As a business proposition it is a complete failure. For the fiscal year ending October 31, 1914, there were expended on stone-breaking the following sums:

Salary of the guards .....	\$1,272 00
Purchase of stone, 147 loads at 40 cents .....	58 80
Rent of stoneyard .....	50 00
Heating stove and wood .....	19 25
	<hr/>
	\$1,400 05

This is almost 56 per cent of the \$2,617.09 expended for supplies and maintenance during the same year. In return for this expenditure there was sold to the village authorities a total of 176.4 loads of stone at 60 cents, amounting to \$185.84, making the total loss \$1,294.21. If the village does not pay the bill, which it has so far refused to do, the total loss will amount to \$1,400.05.

Nothing more need be said about the financial side of the present situation.

Nor has the stoneyard done very much to decrease the idleness of the jail or to increase the character and chances of the reformation of the prisoner.

We suggest, therefore, in the following recommendations a plan by which it will be possible to employ the prisoners of the jail all the time, to the advantage of both the prisoners and the community. The reduction or elimination of the financial loss on stone-breaking at the prison, the saving of the amount now paid to the Monroe County Penitentiary for board of the prisoners removed there from Steuben County, and the reduction of the expense of maintenance which is now borne alone by the county, would seem to us to follow, in addition to the elimination of idleness, by the adoption of the following plan:

Section ninety-three of the County Law provides as follows:

" . . . . The board of supervisors of the several counties are authorized to employ convicts under sent nce to confinement in the county jails, in building and repairing penal institutions of the county and in building and repairing the highways in their respective counties or in preparing the materials for such highways for sale to and for the use of such counties or towns, villages and cities therein; and to make rules and regulations for their employment; and the said board of supervisors is hereby author-

ized to cause money to be raised by taxation for the purpose of furnishing materials and carrying this provision into effect; and the courts of this state are hereby authorized to sentence convicts committed to detention in the county jails to such hard labor as may be provided for them by the board of supervisors."

Upon the basis of this law another law was passed recently, constituting Section Seventy of the Highway Law, which reads as follows:

"After satisfying himself that proper quarters can be secured, the town superintendent may, with the consent of the town board, request the supervisor of the town under the provisions of section ninety-three of the county law, to procure the services of prisoners serving sentence in the county jail, for general work upon the public highways of the town."

In other words, here is a chance to use prisoners serving sentence in the jail on road building, or preparing material for road work, that is, stone quarrying.

Steuben County has nearly 3,000 miles of unimproved town highways. It is almost ridiculous to quote the amount that was expended for the improvement of these highways during the year 1913, because the amount per mile hardly exceeds \$50. The amount of improvement that can be made from such a sum is very little. Most of that amount was expended for labor.

Town highways, while inferior in importance to county and State highways, are nevertheless necessary as contributory roads, and it is common knowledge that the prosperity of a county is largely dependent upon the condition of its roads. Why not, then, use the labor of prisoners in the improvement of these town highways? At present the prisoners are a cost to the county. Prisoners deteriorate in character from the idleness at the jail and no one has any use from them, either the community, they themselves, or their families.

The prisoners could be used for improving the town highways, either by transforming them into gravel roads, or, preferably, in macadamizing such town highways as are most in need of improvement. An average of some 30 prisoners could thus be utilized during the spring, summer and early fall. Probably arrangements could be

made between the county and the town for which such work would be performed, by which the towns would bear the burden of maintenance, guarding and transportation expenses for the prisoners working on their highways. They would thus receive the labor of some 30 prisoners at a comparatively low expenditure.

As an alternative, and perhaps a better plan for construction of the town highways, we suggest the construction of so-called county roads, that is, the transformation of town highways into county roads at the county's expense and under the county's administration. Such a plan has been satisfactorily followed out in Onondaga County for a number of years. There, 25 per cent. of the expenditure for the construction of county roads is borne by the towns in which such roads are constructed. If this alternative plan is adopted many of the arrangements will be simplified.

The county would gain by the diminution of its maintenance expenditure, by the reduction of the number of prisoners through enforced labor, by the reformation of the prisoner through labor, and, indirectly, through the improvement of the highways within its borders.

This would take care of the prisoners during the open season. Another form of occupation would have to be resorted to during the winter. The one presenting itself as most advantageous, and the one having the experience of other counties, notably of Onondaga County, to back it up, is the plan of employing them in stone-crushing,—not stone-crushing by hand, but on a large scale with machinery. By employing all the prisoners throughout the winter in stone-crushing on a large scale, enough material could be provided to use in road building during the following season. The stone thus prepared could either be used by the county or sold to the towns or State for highway work.

We therefore propose the following definite plan: That the county superintendent of highways be empowered and directed to locate a quarry at a convenient distance, both from the jail and the railroad, such quarry to be leased by the county and operated during the winter season, under the direction of the county superintendent of highways, in the preparation of broken stone for use on the public highways of the county.

Further, that the county superintendent of highways make arrangements with the town superintendents and other town authorities in the county for the supply of the labor of the prisoners on town highways during the spring, summer and early fall.

If the quarry, or the town highway, upon which the work is to be performed, is not within convenient distance to the jail, so as to make it possible for prisoners to return every day to the jail, the experience of other counties and of State prisons has shown that their housing in temporary camps, or in farm buildings, has been fully as satisfactory as their housing in the jail proper. There should, therefore, be no difficulty on the score of housing prisoners for their distribution to more distant towns.

We further suggest that a committee of the Board of Supervisors be appointed to look into the practicable details of this plan and to confer with the sheriff and the county superintendent of highways with a view toward perfecting the plan at an early date, so as to put it into operation not later than the coming spring.

We are sure that the county will be more than repaid for its efforts in this direction, and when once established, the satisfaction of the county and of all those concerned will probably be so great as to assure its continuance almost automatically.

#### PROGRESS MADE DURING THE YEAR.

1. A two-inch standpipe and 100 feet of fire hose have been installed. The need for better fire protection was emphasized in report of August 24, 1913.
2. A laundry equipment and a steam dryer were installed. The need for this was pointed out in report of August 24, 1913.
3. The toilets and washbowls in all the cells, except three on the court side, were re-enameled. The unsatisfactory condition of toilets and washbowl equipment was pointed out in report of August 24, 1913.
4. The stoneshed was moved to within close proximity of the jail.
5. The interior of the jail has been repainted.
6. A curtain has been furnished for the shower-bath section so that now prisoners can bathe with some degree

of privacy. The need of this was pointed out in recommendations in report of May 19, 1914.

7. The labor of the prisoners was used for repairing and renovating work on the courthouse and in erecting the laundry building.

8. The Board of Supervisors have become cognizant of the need of preventing grand jury prisoners from communicating with other prisoners. This physical defect in the construction has been pointed out in previous reports.

#### SUFFOLK COUNTY JAIL, RIVERHEAD.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
Sept. 21, 1914	E. R. Cass.....	79	5	2	0	86

The capacity of the jail is as follows:

Adult males.....	86 cells
Adult females.....	20 "
Minor females.....	5 "
Minor males.....	28 "

The jail is under the supervision of the newly elected sheriff, Charles J. Odell, who is assisted by an undersheriff, a warden, two keepers and a male cook.

This jail is one of the newest jails and is probably the most elaborately equipped and finished in the State. The main cell hall is large, well ventilated and lighted. The first floor is used for the detention of grand jury prisoners and is entirely separated from the section above which contains a cellblock, three tiers high, with twenty-eight cells on a tier.

The south wing, or small arm, consists of three floors and is used for the detention of women and juveniles and also contains a large hospital room and chapel.

The cells are large and are equipped with one large iron hinged bed, a toilet in the niche, and a set washbasin with running water connections.

The bedding consists of mattress and blankets for men, and for women the same, with the addition of sheets and pillow cases.

The jail is heated by steam and lighted by electricity.

There is a jail yard, but no regular exercise periods are in the daily routine.

At the time of the inspection of September 21, 1914, the condition of cleanliness was not satisfactory. The law relative to the separation of adults and minors was not strictly observed. The floors of many of the cells were dirty and in several instances were conspicuously strewn with cigarette stubs. Rubbish cans did not show evidence of having been frequently emptied. Some of the cells were decidedly overdecorated with pictures taken from magazines and newspapers. Some of these pictures were not altogether of a proper type. In other cells some prisoners were busily engaged in removing pictures from the walls and it was said a general order to this effect had been issued.

The jail yard was badly in need of cleaning.

The storeroom in the west side of the basement was unlocked; consequently, access to it by prisoners would have been very easy. The toilet room on the west side of the basement was very unclean. The laundry was unclean and in a disordered condition. A very thick layer of dust covered asbestos on most of the pipe lines in the basement.

It is very unfortunate that such a new and splendid jail should be found at any time unclean.

#### RECOMMENDATIONS.

1. The standard of cleanliness for this jail should be beyond the range of criticism. Prisoners who do not appreciate the privilege of being permitted to smoke should be deprived of such privilege.

2. New mattresses should be distributed, and during the day the mattresses should be folded on one end of the bed. The practice of storing tobacco, papers, etc., under the mattresses tends to accumulate dirt.

3. The ironwork in the base of the niche surrounding the toilets in many cases is being attacked by rust, which, if not checked, will ultimately necessitate much expense for repairs. It is suggested that the following plan be tried. The ironwork should be covered with a thin layer of cement, thick enough to come up to the level of the oval-shaped top of the bowl, or the ironwork should be scraped down to the raw material and a heavy coat of red lead applied before the finishing coat is put on.

4. It is advisable in every institution where female prisoners are confined to have a matron visit them very frequently, especially during meal time when male prisoners



or keepers must come into the female section. By doing so, the management is protected and also the inmates.

#### PROGRESS MADE DURING THE YEAR.

1. There is considerable agitation among the authorities and the people of the county for the establishment of some kind of employment for the prisoners. It seems probable that a farm will eventually be purchased and also that the prisoners will be employed on the highways. Idleness has been criticised in previous reports and is the only serious condition relative to the jail problem in this county. In our report of August 1, 1913, it was recommended that a jail farm or highway work be considered as a means of breaking up the deplorable idleness.

#### SULLIVAN COUNTY JAIL, MONTICELLO.

		Population.			
		Male.		Female.	
Inspected —	By —	Adult.	Minor.	Adult.	Minor.
July 24, 1914	Philip Klein.....	9	3	0	0
		Total.			
				12	

The capacity of the jail is as follows:

Adult males.....	24 cells
Adult females.....	2 "
Minor females.....	1 "
Minor males.....	3 "

The jail is under the supervision of Sheriff Frank Kinnie. He is assisted by an undersheriff, a jailor, and a matron.

The jail is a modern brick structure built behind the county courthouse. It has exposure on all four sides. There is a jail yard on the west side, but unfortunately it is not frequently used because of the ease with which prisoners can get over the wall, owing to the bars on the windows near the ends of the wall.

There are three separate floors. On the first and second floors there is a divided steel cellblock. The cells are large, well lighted, and can be well ventilated. Each cell is equipped with an iron hinged bed, a toilet in the niche, and a set washbasin. Shower-baths are available. The third floor has a small steel cellblock in the front part and two hospital rooms in the rear. There is a padded

cell. The bedding in the cells consists of a mattress, blankets, sheets and pillow cases.

A satisfactory condition of cleanliness and order prevailed at the time of the inspection of July 24, 1914.

#### RECOMMENDATIONS MADE.

1. The ironwork surrounding the top of the toilet bowl in the niche should be covered with a layer of cement, properly pitched toward the center so as to permit drainage. This will prevent rust and the accumulation of vermin.

2. In the tramp room in the basement, and in the several adjoining rooms, the bare brick walls should be painted.

3. The town of Monticello should have a lockup of its own.

4. A satisfactory laundry equipment should be installed.

5. A strongbox for holding the jail keys should be constructed in the jailer's office. At present, there are three sets of keys, one in the possession of the sheriff, one with the deputy sheriff and one with the undersheriff. It is unsafe to have three sets of keys carried about. The advisability of having a strongbox may be too strongly realized when some jail delivery will emphasize its importance.

6. While the per capita board system evidently works satisfactorily as to the amount and quality of food, it is, in part, a survival of the fee system which is strongly condemned. It is strongly urged that this system be abolished and that the system now in vogue in practically every county in the State be adopted. That is, the sheriff, or a committee appointed by the Board of Supervisors, should purchase the necessary food supplies and submit the bills to the county auditor and to the county treasurer for payment.

7. The doors in the cells occupied by boys should not be left open during the night.

8. The top of the jail yard should be altered so that it will be possible to let all the prisoners out into the yard at different times of the day for open-air exercise.

#### PROGRESS MADE DURING THE YEAR.

1. Some floors of the jail have been painted with a special preparation. This improves their appearance greatly and makes it easier to keep them clean.

## TIOGA COUNTY JAIL, OWEGO.

Inspected —	By —	Population.				
		Male.		Female.		Total.
		Adult.	Minor.	Adult.	Minor.	
Mar. 18, 1914	E. R. Cass	15	1	2	0	16
Nov. 10, 1914	Philip Klein	22	1	2	0	25

The capacity of the jail is as follows:

Adult males	30 cells
Adult females	3 "
Minor females	With adults
Minor males	3 cells

The jail is under the supervision of the newly elected sheriff, W. E. Allen. He is assisted by a jailer. There is no salaried matron.

The jail is a modern structure built onto the sheriff's residence and consists of three separate floors. On the first floor there is a steel cellblock with a utility corridor. There are sixteen cells, eight on each side. The second floor is accessible by means of an iron stairway and contains a cellblock with seven cells on a side. The third floor, also reached by an iron stairway, contains in one part a steel cellblock with six cells, and in the remaining part, four large rooms. The cells are large and are equipped with a water-closet in the niche. The entire surface around the top of the bowl is coated with heavy enamel, similar to that in the Goshen jail. So far, this type seems to be generally satisfactory. There are two iron hinged beds in each cell. White paint has been used in painting the interior of the cells and the side walls of the jail, giving to the interior a bright, clean and cheerful atmosphere. In the basement on one side of the jail there is a large room containing a steel cage with four cells. These cells are used as a city lockup and are satisfactory for the detention of male adult prisoners only, for a short period of time.

Although this is not a fee office, the sheriff's wife has a contract with the Board of Supervisors whereby she receives 12 cents per capita per meal. This system is a poor basis for feeding the prisoners, because it is apt to work injustice, both to the prisoners and to the party holding the contract. The prisoners who work receive three meals a day and those who do not receive only two.

A satisfactory condition of cleanliness prevailed at the time of the inspection of March 18, 1914. It was evident that the new sheriff is desirous of discharging his duties properly.

At the time of the inspection of November 10, 1914, a fairly satisfactory condition of cleanliness and order was found.

Since about 1907, it is stated, prisoners have been working on the county poor farm for Superintendent Burt W. Miller. The poor farm has an average of some 50 inmates, most of whom are too decrepit to do farm labor. There are approximately 130 acres, of which 100 are under cultivation.

In 1907, the superintendent of the poor farm was putting up a pumphouse on the farm. They were short of labor and desired to complete the pumphouse as fast as possible. He therefore applied to the then sheriff of the county for some prisoners to help him out. Since that time the employment of prisoners on the poor farm has been a regular thing. An average of some eight or nine prisoners have been thus employed for more than seven months of the year.

On the day of the inspection there were eight prisoners working on the farm. Some of the things which the inspector saw, and was told had been constructed by the prisoners, were a concrete silo, concrete foundation for the barn, the barn itself (a large frame structure), a concrete porch for the superintendent's house, roadway to the barn, etc., not to mention the actual farm work performed by them year after year. The superintendent is very much gratified at the result of this cooperation between the jail and poor farm. He stated that there has been hardly one escape a year during the six or seven years since this plan has been in operation.

The choice of proper guards is considered by Mr. Miller to be one of the chief factors in the success of this undertaking. There are two guards for the farm labor, each one salaried at \$75 per month. The honor system is considered by the superintendent to be perhaps the best method for retaining the prisoners.

There is no account kept between the sheriff and the poor farm, of the exact number of prisoners thus employed and the value of their labor to the farm.

While, as has been shown, farm work by the prisoners has been a great success, it has not completely solved the labor problem for the jail. For four or five months a year, there is little or no work on the farm, so that other forms of labor have to be found. Thus far, it has been the rule to employ the prisoners in the stoneshed, breaking stone by hand, but this has not been a satisfactory form of labor anywhere in the State. The amount of energy expended has never been properly repaid in returns. It is slow, and the amount of stone thus cracked is not enough to make it profitable for the county to look for a large market for its product. The

condition is no better in Tioga County. Stone is bought for 40 cents a ton and then given away to the towns, thus causing a financial loss to the county, in addition to the cost of maintaining the stone-shed and the cost of one guard who supervises the work. No records of any kind are kept to cover the transactions in reference to the stone-breaking. *Of course it is a saving to the towns and villages who receive the stone, also to the county, in so far as it enables the county to keep its prisoners busy, but it is not a profitable industrial undertaking.*

Outside of these occupations, only odd jobs have been available. For example, on the day of the inspection there were eight prisoners working on the poor farm, six working in the jail, and seven cleaning a bridge in the village of Owego.

In the past year a new form of labor for the prisoners has been undertaken which we wish to encourage. From October 22 to November 9, 1914, inclusive, some thirteen prisoners were employed in building a gravel road in the village of Appalachin in the town of Owego. The county superintendent and the town supervisor of the town of Owego made a requisition on the sheriff for the services of some prisoners. The request was granted and the road as indicated was built. The only additional expense upon the town was the sum of 10 cents per prisoner per day paid as a bonus to the sheriff's wife for the purpose of securing additional food for those employed on the road.

This form of labor for the prisoners is very advantageous for all concerned, and as a source of occupation it is practically unlimited, since Tioga County has some thousands of miles of unimproved town highways. Moreover, Section 70 of the Highway Law definitely provides for the possibility of extending this form of labor. It is evident, therefore, that between the county farm and the town highways there is sufficient work for all of the prisoners for the spring, summer and early fall. For its efforts and success in employing prisoners at this time of the year, Tioga County is to be sincerely congratulated.

We do think, however, that the winter occupation is still an unsolved problem. We therefore recommend that the county undertake stone-crushing on a somewhat large scale for the winter months. We suggest that the Board of Supervisors authorize Mr. William O. Lay, county superintendent of highways, to locate a quarry situated conveniently to the jail and the railroads, and that the county invest in the necessary machinery, either by lease or purchase, and set up a quarry in which all prisoners can be employed during the winter

months in the preparation of stone to be used on either the town, county or State highways to be built in the county. If stone of the proper kind is found and the work carried on with proper machinery, the quarry can become a profitable business proposition for which it would be easy to find a market.

With the splendid success of Tioga County in the employment of its prisoners heretofore, the application of the plan for the employment of its prisoners during the winter months is not an impossibility, and we hope that the Board of Supervisors will find time to give this matter their early and serious consideration.

#### 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, and, in fact, the poor farm should probably make some return to the jail for the labor of its prisoners in the form of vegetables grown upon the farm.
2. The laundry facilities of the jail should be increased.
3. The system of defraying the cost of feeding the prisoners should be revised. The present method of paying the sheriff's wife 12 cents per meal per prisoner, or a total of presumably 36 cents per day, is extravagant and unwise. The plan followed in other counties by which the sheriff purchases whatever food is necessary, the bills to be paid by the Board of Supervisors through the regular channel, should be adopted here. Enough money can be saved in this way to pay the salary of a competent cook.
4. A matron should be employed. It is improper for a jail, in which female prisoners are kept, to be without a matron, and it is unfair to require the sheriff's wife to serve in that capacity without compensation. We recommend that the sheriff's wife receive a per diem amount for acting as matron whenever there are female prisoners in the jail.
5. The employment of two guards for eight or nine prisoners on the farm is an unnecessary expenditure. One competent guard should be sufficient. We recommend that the county save the salary of one guard and use it for the more necessary purpose of the employment of a cook and of a matron.

## TOMPKINS COUNTY JAIL, ITHACA.

Inspected —	By —	Population.				Total.
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	
Feb. 11, 1914	E. R. Cass.	12	0	0	0	12
May 14, 1914	E. R. Cass.	4	0	0	0	4

The capacity of the jail is as follows:

Adult males.....	10 cells
Adult females.....	2 rooms
Minor males.....	2 cells
Minor females.....	2 rooms

The jail is under the supervision of the sheriff, A. P. Miller, who is assisted by a jailer. There is no resident matron, although it is said that when women prisoners are detained the matron who looks after female prisoners at the police lockup also cares for the women at the jail.

The jail consists of two buildings. The main, or old structure, is built of stone and consists of two floors. The new building is built directly onto the old one; it consists of two floors and is intended for the use of female prisoners, also as hospital quarters. On the main floor of the old building there is a steel cage with four cells on each side. The space above the pit is open directly to the roof and is covered with a skylight. Directly above the cells on each side of the cage, and separated by the opening over the center pit, there are additional cells. One side is used for grand jury prisoners and the other for juveniles. There are bathing accommodations on the main floor and also in each section on the second floor. The cells are equipped with iron hinged beds with wire spring bottoms. The bedding consists of blankets and pillows. The bedding for women consists of a mattress, blankets and pillow cases. Iron cot beds are used for women. The cells in the main part of the jail have a toilet in each. The rooms in the female quarters are equipped with a set washbasin and a toilet. Shower-baths are available for use in the women's section. The old jail receives inadequate light from the small side windows. The pit is fairly well lighted through the skylight. The cells of the pit section are dark and the floor area is very small. There is available space for a jail yard, but because of unsatisfactory safeguards against escape it is not used.

At the time of the inspection previous to that of February 11, 1914, the physical make-up of the jail was criticised and also the unsanitary condition of cleanliness, especially on the lower floor of the main jail. At the time of the inspection of February 11th, things were topsy-turvy because of the painting and repair work that was in progress. At the time of the inspection of May 14th an unsatisfactory condition of cleanliness and order prevailed. The cells in the main section were dirty, papers were found on the floor of the cells, and books were strewn about. There was general unidiness throughout and it was evident that closer and stricter supervision was necessary. The jailer did not impress the inspector as being the proper man for the position; he seemed to lack interest in his work and the proper spirit. The sheriff seemed to be of the opinion that the jail should only be clean when a large number of prisoners are available to do the work.

## RECOMMENDATIONS MADE.

1. While the cleanliness and physical condition of the jail is of much importance, the deplorable idleness and lack of open-air exercise should not escape the notice of the county authorities. Every man, irrespective of his character, is a human being and should be treated as such. It is hard for a person on the outside to really appreciate what it means to be penned up for months at a time without an opportunity to exercise in the open air. It will not cost much to equip the jail yard so that prisoners cannot escape.

2. A prisoner should be benefited morally, physically and mentally during his term in prison. No satisfactory improvement can be expected if the prisoners are allowed to spend the long hours of the day in total idleness. Idleness, sooner or later, is bound to break the best man's character and get him into trouble. It is also important to the people of the county that the cost of maintenance for the prisoners be at a minimum. The prisoners cannot help to reduce this cost unless some means are devised whereby they can be employed. Prisoners can be employed in some of the following ways: At stone-breaking on highways, or on a county farm. Several counties have been experimenting with a county farm and are greatly encouraged with the results. In one county the product

of the farm saved the county a little over one thousand dollars, and when it became known to the usual "rounders" that this county was working its prisoners, the population of the jail decreased about one-half.

3. The Board of Supervisors should require a higher standard of cleanliness.

4. A matron should be engaged and should be at the jail when there are women detained.

#### PROGRESS MADE DURING THE YEAR.

1. New porcelain toilet bowls have been installed in the cells and new washbowls have been installed in the corridors. New bathtubs have been installed on the first and second floors. The wretched condition of the above equipment was pointed out in the report of September 2, 1913.

2. A steel ceiling has been placed above the second floor.

3. The interior side walls have been replastered where necessary, and the entire interior, including the side walls, cages and the interior of the cells, have been repainted. The need of painting and repairing was pointed out in the report of September 2, 1913.

4. The laundry in the basement has been whitewashed.  
5. During the time when the repair and renovating work was in progress, the prisoners received three meals a day. The continuance of this regularly has been urged in previous reports.

6. New beds and bedding have been installed. The need for this was pointed out in the report of September 2, 1913.

7. It has been agreed that an additional grand jury session be held during the year in the month of June, if the number of grand jury prisoners justifies it. The hardship and injustice brought about by infrequent grand jury sessions was pointed out in various reports.

8. The cleanliness of the female section of the jail has been improved. Better cleanliness was urged subsequent to the inspection of September 2, 1913.

9. Additional skylights were installed so as to make better lighting and ventilation for the two sections of the second floor of the main jail.

#### ULSTER COUNTY JAIL, KINGSTON.

Inspected —		By —		Population.			
				Male.		Female.	
		Adult.	Minor.	Adult.	Minor.		
July 22, 1914	Philip Klein	27	4	3	0	34	
Nov. 22, 1914	Philip Klein	31	0	2	0	33	

The capacity of the jail is as follows:

Adult males	35	cells
Adult females	7	"
Minor males	7	"
Minor females	6	"

Sheriff William S. Doyle is acting in the place of the former sheriff who died recently. He is assisted by a jailer and a keeper.

The jail is large and comparatively new. The equipment is modern and proper classification is possible. There are two cell-houses, separated from each other by a dividing corridor. In one cellhouse there are three tiers of cells, eight cells on a side, one cell being used for shower-bath. In the basement are located a tramp room, four cells and one room for trustees. The cells in the basement are used for a town lockup. In the part which constituted the original jail, there are two tiers of cells, the lower tier having two cells, a padded cell and a bath on one side, and four cells on the other side. On the second tier there are four cells on one side, one bath and three cells on the other, also a hospital room. There is good fire protection. The cells are equipped with a toilet in the niche, a set washbasin with running water connections, and one iron hinged bed with a wire bottom. Shower-baths are available for bathing. The jail is heated by steam and lighted by electricity. It is well lighted and can be well ventilated.

A satisfactory condition of cleanliness prevailed at the time of the inspection of January 17th, and a similar condition was found at the time of the inspection of November 7th.

#### RECOMMENDATIONS MADE.

1. There should be a matron. It is inadvisable for male employees to enter the female section unaccompanied by a matron. With the female prisoners under the supervision of a matron, the management can avoid possible embarrassing circumstances, and at the same time the welfare of female prisoners will be safeguarded.

2. There are spacious corridors in this jail, and there is a jail yard for the exercise of the prisoners. These are not used because the sheriff fears the escape of prisoners. There should be better supervision, and the use of the corridors and yard for the exercise of the prisoners should not be given up.

3. The system of paying the sheriff 25 cents per day per prisoner, for the board of the prisoners, should be discontinued.

4. Prisoners should receive three meals per day instead of two. Ulster County is one of the few counties in this State that is still unpleasantly conspicuous by furnishing only two meals per day to the prisoners, thus forcing the prisoners to go without food from noon on one day until breakfast the next day.

5. A citizen cook should be employed to insure economical use of foodstuffs and the preparation of palatable food.

6. The county should install a clothing fumigator.

7. On the women's side, that is, in the old building, the windows should be screened in order to prevent the passage in and out of contraband goods.

At the time of the inspection of November 22d, the possibilities for the employment of the prisoners serving sentence were considered. The following plans were submitted to the Board of Supervisors for their consideration:

1. Probably the most convenient and profitable method of employing prisoners, averaging in number about 15, would be the development of a farm. In this respect, there are two possibilities for Ulster County; either their employment on the county farm at New Paltz, or their employment on a jail farm to be purchased for that purpose.

The poor farm at New Paltz consists of some 167 acres, of which 112 were under cultivation in 1913. The average population of the poor farm was 99 for the year 1913. Only 5 to 10 per cent of the inmates of the poor farm are able to work, and those for only a few hours a day. It seems that the labor of the prisoners could properly be employed throughout the spring, summer and fall in improving this farm. Such a plan has been worked out in other counties, notably in Tioga County, where the poor farm has had the service of the jail prisoners for several years, to the greatest

satisfaction of the superintendent of the county farm and the sheriff. The housing of the prisoners could be easily effected. An old farmhouse or a good barn, or a frame structure built for that purpose, may well serve. Such temporary buildings have been successfully used in other places, notably as road camps in Onondaga County, and for the very purpose here recommended on New Hampton Farms, in Orange county, which is part of the reformatory conducted by the City of New York.

The fear of moral contamination of the inmates of the almshouse, or of the escape of prisoners, and many other objections, are largely not supported by facts and may be considered a real danger only in case of negligent supervision.

The purchase of a jail farm within accessible distance of the jail is, of course, in many ways preferable, the only objection being the initial investment.

The chief drawback in farming as a means of employment for jail prisoners is that there is little work to be done on a farm during the winter. Farming would, therefore, have to be supplemented by other forms of winter occupation, despite the fact that a well-run farm will give almost as much work in the winter as in the summer, especially if dairying and stock-raising are developed as important factors of the farm. One supplementary form of labor recommended is stone-crushing, as provided in the alternative plan below.

2. The alternative plan would be to employ the prisoners in road building during the outdoor season, and on stone-crushing during the winter.

Ulster County has upward of 1600 miles of unimproved town highways, for the improvement of which (that is, road work proper) there was expended in 1913 only \$106,-426.36, or less than \$64 per mile. With such a small amount available, it is evident that only a limited amount of improvement can be undertaken on the highways, and since about 80 per cent of the amount expended on highway improvement goes for labor, it is evident that by employing the labor of jail prisoners, whom, in fact, it is the county's duty to employ at hard labor, a good deal more road improvement could be undertaken without increasing the town highway taxes. While not all town highways are of great

importance, some of them, especially near the city of Kingston, that are contributory to the main highways, are in great need of improvement.

No large scale highway work at a distance from the jail can be undertaken in a county whose average of jail prisoners is as small as that of Ulster County.

We think, therefore, that as a first step, the suggestion of County Superintendent James Loughran to convert town highways in the neighborhood of Kingston into county roads, by improving them at the expense of the county, is an admirable one. He mentioned the Hurley road, two miles long, and the Sawkil road, three miles long, as the next important roads to be built, and estimated that the cost per mile would be about \$6000. We think that with prison labor this cost could be considerably reduced, while the jail idleness would, at the same time, be ended.

There would probably be employment enough on these roads for the average of fifteen prisoners for the next few years, during which time further plans for their employment may be developed.

The plan for stone-crushing could also be most conveniently developed under the management of the county superintendent of highways. He would be in a position to locate a convenient quarry at a suitable distance from the jail, at which stone of the proper kind for road work could be crushed during the inclement weather, in preparation for the road work to be undertaken with the beginning of the summer. By this plan, it is likely that the county would save not only on labor cost, but also on cost of stone, not to mention the tremendous benefit derived, both morally and financially, by having the prisoners work.

The composition of the inmates from the standpoint of length of service is very satisfactory for this kind of work. For example, on the day of inspection, of the fifteen prisoners serving sentence only three were 30-day men and one a 50-day man. The others were all sentenced for above 60 days, most of them 3, 4 or 6 months men.

The prisoners could be transported from the jail to their work daily on auto trucks, which would then be used for hauling purposes. They could then be returned to the jail at night.

As to the burden of expense of such highway work, we would suggest that if the work be performed on town

highways, the town be required to pay for the maintenance, guarding, and transportation charges, and the county furnish the labor of prisoners free of charge. Should the county decide to employ these prisoners on county roads instead, we would suggest that the plan used in Onondaga County be followed, namely, that the town pay a certain percentage, say 25 per cent, of the total cost to the county, and the county bear the rest of the burden.

There is successful precedent in the State for all forms of labor here suggested. For farming, especially, St. Lawrence and Tioga Counties, on a jail farm and poor farm, respectively. For jail labor on town highways, or county roads, Onondaga County, especially, and also Tioga County, are good examples.

In a number of other counties, the plan has been adopted to begin next spring.

In view of the unremedied idleness in the Ulster County Jail, of the better experience of other counties, of the different plans here proposed, of the cooperation that the county may be assured of on the part of the county superintendent of highways, the State department, and of this Association, the further indefinite continuance of lack of employment at the county jail is hardly excusable. Especially so in view of the provision of the law relating to this matter, in Section 93 of the County Law and Section 70 of the Highway Law.

#### Section 93 of the County Law:

"The boards of supervisors of the several counties are authorized to employ convicts under sentence to confinement in the county jails, in building and repairing penal institutions of the county, and in building and repairing the highways in their respective counties or in preparing the materials for such highways for sale to and for the use of such counties, towns, villages and cities therein, and to make rules and regulations for their employment; and the said board of supervisors is hereby authorized to cause money to be raised by taxation for the purpose of furnishing materials and carrying this provision into effect; and the courts of this state are hereby authorized to sentence convicts committed to detention in the county jails to such hard labor as may be provided for them by the boards of supervisors."

## Section 70 of the Highway Law:

"After satisfying himself that proper quarters can be secured, the town superintendent may, with the consent of the town board, request the supervisor of the town, under the provisions of section 93 of the county law, to procure the services of prisoners serving sentence in the county jail, for general work upon the public highways of the town."

## WARREN COUNTY JAIL, LAKE GEORGE.

		Population.				
		Male.		Female.		
Inspected —	By —	Adult.	Minor.	Adult.	Minor.	Total.
Jan. 17, 1914	E. R. Cass.....	7	0	0	0	7
Nov. 7, 1914	E. R. Cass.....	10	0	0	0	10

The capacity of the jail is as follows:

Adult males.....	17 cells
Adult females.....	1 room
Minor males.....	5 cells
Minor females.....	1 room

The sheriff of the county is R. J. Bolton. The jail is under the supervision of the undersheriff, M. R. Smith. There is a salaried male cook. Mrs. Bolton acts as matron.

The jail is a two-story structure built in the rear of the courthouse. On the first floor there is a small steel cellblock, with six cells and a bath on each side. On the second floor the cellblock has five cells on each side, and a separate section on each side of the cellblock is equipped with a bathtub and toilet. The cells in this section are not equipped with toilet and set washbasin, but there is one common toilet and washbasin. Also on the second floor there are two large rooms designed for female prisoners. The rooms are equipped with iron cot beds and modern bathing and toilet accommodations. The bedding consists of a mattress, blankets, sheets and pillow cases. There is also a small section on the second floor used as a hospital room. Each cell on the second floor is equipped with an iron hinged bed. The bedding consists of a mattress, blankets, sheets and pillow cases. On the first floor the cells are equipped with an iron hinged bed and toilet accommodations. The jail is heated by steam and lighted by electricity. Good ventilation is possible. There is no jail yard.

At the time of the inspection of January 17th a satisfactory condition of cleanliness and order prevailed. Renovating work was in progress.

At the time of the inspection of November 7th the condition of cleanliness was satisfactory and the renovating work was completed.

## RECOMMENDATIONS MADE.

1. A padded cell is necessary for every jail, especially when the jail is used as a village lockup. A cell of this kind protects the inmate from his own violence and also protects the jail officials from unwarranted criticism.

2. The village of Lake George should have a lockup of its own.

3. The county authorities are urged to extend the plan of using jail labor on the highways. During the winter months, at times when the prisoners cannot be employed at cleaning the streets, etc., they can be used at breaking stone which can be stored until the spring and then sold and hauled to some of the adjacent towns. For example, it would be of help if cracked stone were available for the highway superintendent of the town of Caldwell.

At the time of the last inspection the method of employing the prisoners was considered and the possibilities for further employment also.

Because the average population of the jail is small, the undertaking of a comprehensive plan for employment of the prisoners is not feasible. Much has been done to make use of the jail labor. Three or four prisoners are always employed in the jail in cleaning and other routine work, and also in the county buildings.

Through the cooperation of the village president, Dr. C. K. Burt, the prisoners have been worked extensively on the village highways in the following ways: Cleaning, curbing and widening. Men have also been employed in laying cement walks. The cost of material for the walks is defrayed, one-half by the village and the other half by the owner of the property on which the work is done.

The prisoners work within the corporate limits under the supervision of a man hired by the village. They have been rewarded for this work by some extra rations, and in cases where clothing has been necessary the cost of the same has been defrayed by the village. This plan is a good one if sufficient work can be found to keep the small popu-



lation of the jail busy. It was said that men will be used during the winter to keep the street walks and the roads clear of snow.

The local authorities are to be commended in their efforts to make use of the jail labor. The county supervisors are authorized by Section 93 of the County Law to use the jail labor. This statute should be made use of in order to extend such labor in some of the towns adjacent to the county seat. The county and town highway superintendents should be called upon to cooperate with the Board of Supervisors to further use the prison labor.

#### PROGRESS MADE DURING THE YEAR.

1. New bathtubs and washbasins have been installed to replace the old, broken-down, rusty ones on the first and second floors. On the lower floor a porcelain toilet has been placed in the cells. The need for this was pointed out in the recommendations of the report of September 27, 1913.

2. The entire cellblock on the first and second floors, including the interior of the cells, has been repainted, as well as the floors and side walls.

3. The plumbing work has been overhauled from cellar to roof.

4. A new water-supply tank has been installed in the attic.

5. A new hot-water system has been installed to replace the old system, which did not meet the needs of the jail.

6. A new heating boiler has been installed in the basement.

7. An additional session of the grand jury has been added, making a total of three each year. The hardships caused by only two grand jury sessions were pointed out in the report of September 27, 1913.

#### WASHINGTON COUNTY JAIL, SALEM.

##### Population.

Inspected —	By —	Male.		Female.		Total.
		Adult.	Minor.	Adult.	Minor.	
Jan. 16, 1914	E. R. Cass.....	52	1	1	0	54

The capacity of the jail is as follows:

Adult males.....	24 cells
Adult females.....	2 "
Minor females.....	1 "
Minor males.....	3 "

The sheriff of the county, R. E. Warner, does not make his headquarters at the jail. The undersheriff, J. W. Arnold, who practically looks after the jail, is assisted by a staff consisting of a jailer, a cook and a matron.

The jail is a three-story brick structure of modern design built directly onto the courthouse. There is a steel cellblock on each floor, divided in the center by a utility corridor. There are six cells on each side of the cellblock on the first and second floors. On the third floor there is a small cellblock, three cells on each side. The rear section of this floor is divided into two separate hospital rooms. In the basement there is a tramp room; the accommodations in this room consist of a water-closet and a set washbasin with running water connections. The beds consist of wooden boards elevated from the stone floor about two or three inches. The inmates place a mattress on these boards in order to get some comfort. The cells on the first and second floors are equipped with iron hinged beds, a toilet in the niche and a set washbasin. The cells on the third floor are equipped with two iron hinged beds, a toilet and washbasin. The bedding consists of a mattress and blankets, with the addition of sheets and pillow cases for women. There is no jail yard. The laundry is inadequate and crude. It consists of a large wooden barrel. This is filled with water, and, after the clothing is placed in it, steam is forced into the barrel through a pipe. Access to each floor is had by means of a wooden stairway which is located in the hallway that separates the courthouse from the jail. The courthouse is an old building, not fireproof. In the event of fire getting a good start in the courthouse and preventing the escape for prisoners by means of the stairway, it is a question as to how serious the results might be. The condition is aggravated by the fact that there are no standpipes or fire extinguishers.

At the time of the inspection of January 16th a generally satisfactory condition of cleanliness prevailed. However, the mattresses in most instances were dirty and badly worn. The prisoners said they were satisfied with the treatment they were receiving.

#### RECOMMENDATIONS MADE.

1. Some of the new mattresses should be distributed where necessary.

2. Modern electric laundry facilities should be installed in the basement.

3. Some of the available ground adjacent to the jail should be enclosed by a twenty-foot wall in order that there may be a yard in which the prisoners can exercise daily.

4. The prisoners should be given three meals a day.

5. The county authorities should rent or purchase a tract of land near the jail to be used as a jail farm. The idleness in the jail is deplorable. It is demoralizing and eventually works injustice for both the prisoners and the people of the community. Several counties throughout the State, such as St. Lawrence, Tioga and Oswego, have jail farms and find that they can be made profitable. In St. Lawrence County, in two years the value of the farm products and the value of the improvement and construction work on the farm have practically repaid to the county authorities the cost and maintenance of the farm, and also reduced the weekly per capita from \$1.46 to \$1.27. There was also a noticeable decrease in the population which might lead to the suspicion that some of the rounders and unprincipled men are dodging jails where prisoners are employed. In the winter, stone-breaking is substituted for the farm work.

#### PROGRESS MADE DURING THE YEAR.

1. At the time of the above inspection the condition of cleanliness was far better than at the time of the previous inspection.

2. The laws relative to the separation of minors from adults was observed. There was a serious breach of this law at the time of the inspection last year.

#### WAYNE COUNTY JAIL, LYONS.

Inspected —	By —	Population.
Mar. 12, 1914	E. R. Cass	2 adult males.

The capacity of the jail is as follows:

Adult males	12 cells
Adult females	12 cells
(No special accommodations are available for minor males and minor females.)	

The jail is under the supervision of the sheriff, Jerry Collins. Mrs. Collins acts as matron and cook.

The jail is a small, antiquated structure built onto the rear of the sheriff's residence. The cellhouse contains a solid stone cell-block with 12 cells on each side. The cells are of fair size but of the stone-vault type. Each cell is equipped with an iron cot bed and a bucket. There are no satisfactory bathing facilities. The floor area is small. There is a small jail yard at the rear of the building.

At the time of the above inspection the jail was found to be scrupulously clean throughout.

The jail is by no means satisfactory and will not be used much longer, because plans for a new jail have been submitted to the Prison Commission. The construction of the new jail, up to the above date, had been temporarily delayed because the town authorities are planning to install sewage and water-supply systems.

#### RECOMMENDATIONS MADE.

1. The construction of the new jail should be expedited.

#### PROGRESS MADE DURING THE YEAR.

1. The plans for the new jail have been approved.

2. The interior of the old jail has been repainted.

3. A new barn has been built; jail labor was used to a large degree.

4. A regular jail physician has been appointed.

#### WESTCHESTER COUNTY JAIL, WHITE PLAINS.

Inspected —	By —	Population.				Total.
		Male.		Female.		
		Adult.	Minor.	Adult.	Minor.	
July 1, 1914	Dr. H. H. Harr, E. O. Holter, E. R. Cass	64	4	7	0	75
Dec. 2, 1914	Philip Klein	81	18	9	1	109

The capacity of the jail is as follows:

Adult males	63 cells
Adult females	8 "
Minor females	8 "
Minor males	9 "
For either male or female civil prisoners	8 "

The sheriff of the county is William J. Doyle. The warden of the jail is assisted by four keepers, two matrons and a chef.

The jail was erected in 1855 and is constructed of heavy stone. The windows in the side walls are eighteen inches wide and run almost the full height of the building. The jail is divided into two parts; the main section is built on the cage plan with four tiers of cells on each side. In this section male prisoners, adults and minors, are kept. Nine of the cells on the lower tier are used as a town lockup. The cells are all equipped with two iron hinged beds and running water, but no toilets. The bucket system is in use. Because of the large population usually confined in this section, it is necessary to double-up in the cells practically at all times. The bedding consists of mattress, blankets, sheets and pillow cases. The construction of this section makes it impossible properly to separate minor prisoners from adult prisoners. At times they can be kept in separate cells and on a separate tier, but at all times they are within hearing distance and within sight of adults. There is no jail yard and the only available exercise space is the small, narrow corridors on each tier. The corridors and the floor of the pit are lighted through a skylight in the roof directly above the pit. The ventilation is inadequate and the light in the cells is poor, especially in those on the lower tiers. The other, or front part, of the jail consists of four floors. On the first are located the warden's office and consultation room, on the second the female quarters, on the third the hospital and civil prisoners' cells and on the fourth the kitchen and laundry.

At the time of the inspection of July 1st there was doubling-up in practically every cell and the laws relative to classification and separation of prisoners, especially minors, could not be strictly observed. On the lower tier of the pit section a seventeen-year-old negro boy was exercising on the floor of the pit with adult prisoners. The cells throughout the entire jail were very clean. Clean sheets and pillow cases were very much in evidence. The beds were properly arranged, and the corridors and stairways were clean. It was said that the nine cells on the lower east side tier are still used as a city lockup. This practice is a decided detriment to the jail, and acts as a strong demoralizing agent. The prisoners in the upper tiers must hear, and are constantly disturbed by, the shouting of drunkards and other objectionable prisoners. With one boisterous prisoner confined in any one of these cells the task of exercising satisfactory discipline is difficult.

At the time of the inspection of December 2, 1914, a decidedly satisfactory condition of cleanliness prevailed.

A survey was made at this time in order to ascertain the possibilities of employment for the inmates of the jail.

The most serious evil, however, is undoubtedly the lack of occupation for the prisoners serving sentence. The exact average number of such prisoners was not ascertainable. At any rate, there are usually about fifty persons serving sentence with nothing but the ordinary domestic labor of the jail to do.

As to the plans for the county penitentiary, the officials are now at a point where permissive legislation for the establishment of such a penitentiary is sought. No definite and complete plans for the buildings, or for methods of employment at the penitentiary, have been made, or at least no such plans have become public. To judge from the bill of \$11,064.82, sent in for 1913 by the New York County Penitentiary for the board of Westchester County prisoners at a minimum rate of \$1.75 per capita per week, there must have been detained in that penitentiary an average of 121.25 men per day. Adding this number to the probable jail census of fifty serving sentence in Westchester County, it is seen that there would have to be provided enough labor for 175 to 200 prisoners.

#### RECOMMENDATIONS MADE.

1. In order to obviate the necessary doubling-up of prisoners in the cells and to provide for the proper separation of adult and minor prisoners it will be necessary to enlarge the present jail or to construct a new one.
2. The lack of outdoor exercise, the close confinement and the use of the bucket system, add to the seriousness of the above situation, which is brought about by the inadequate and unsatisfactory accommodations. There should be a jail yard, so as to afford opportunity for frequent outdoor exercise.
3. The county should insist that the village of White Plains build a lockup of its own as required by the State Commission of Prisons.
4. The employment of prisoners on a farm, or on road work during the summer and in winter on stone-quarrying, should be considered now and not postponed until the establishment of the penitentiary. If land for the penitentiary is purchased, the prisoners should immediately be set to work improving the land and preparing for construction. Temporary living quarters can be established. This is being done on the penitentiary farm of Erie County at Wende.
5. A record should be kept of the daily average of prisoners serving sentence.

## PROGRESS MADE DURING THE YEAR.

1. Each cell is now equipped with faucet from which hot water can be drawn.
2. There has been installed a vacuum-cleaning apparatus, with hose attachment, on each floor. This makes it possible thoroughly to clean the crevices of the cells, the floors of the corridors, and also some of the bedding.
3. A penitentiary farm of some four hundred acres has been purchased.

## WYOMING COUNTY JAIL, WARSAW.

Inspected —	By —	Population.
May 17, 1914	E. R. Cass.....	8 adult males.

The capacity of the jail is as follows;

Adult males.....	12 cells
Adult females.....	1 room
Minor females.....	With adults
Minor males.....	2 cells

The jail is under the supervision of the sheriff, G. P. Bauer, who works under the fee system. He is assisted by an undersheriff and a matron.

The jail is a small two-story structure built onto the sheriff's residence. The first floor is equipped with a modern type of steel cellblock. The second floor is made up of separate rooms and one row of cells. The jail is also used as a village lockup. This is decidedly bad, because it brings in an unclean and troublesome type of prisoners where there are no special facilities available. Furthermore, it is not fair that the village of Warsaw should be the only village in the county to enjoy the use of the county jail as a lockup.

The north side of the jail, particularly the first floor, is deprived of much light and air because of the presence of a large wagonshed on adjacent property. This shed not only deprives the prisoners, who must spend months at a time in the jail, of much light and air, but it also mars the appearance of the property. The shed serves no definite purpose.

The cells on the first floor of the jail are equipped with water-closet, and set basin with running water connections. The second floor is accessible by an iron stairway. The rooms and cells are equipped with toilet and washing accommodations. There are two iron hinged beds in each of the cells and the rooms have iron cot beds.

A fair condition of cleanliness prevailed in all parts of the jail at the time of the above inspection. With stricter supervision on the part of the sheriff and jailer, the prisoners can undoubtedly be persuaded to look after their own cleanliness and that of the corridors more in detail.

## RECOMMENDATIONS MADE.

1. Wyoming County is one of the few counties in the State which still retain the fee system. A system of this kind leads to many abuses. The Board of Supervisors are strongly urged to abolish the fee system and adopt the system which now prevails in practically every county in the State. The sheriff, or a committee, should buy the supplies and submit the bills to the county auditor and treasurer for payment. The latest report from Oneida County shows that in the first year, subsequent to the abolition of the fee system, more than \$4,000 was saved for the county.

2. The shed on the north side of the jail should be removed. In many ways it serves as a menace to the county property and to the inmates of the jail. It is a crying shame that this condition should exist. The county authorities should offer a reasonable price for the property and if this is refused then resort to condemnation proceedings or some other method.

3. The village of Warsaw should have a lockup of its own.

4. The interior ironwork of the jail should be repainted a bright and serviceable color. Aluminum-colored paint is most frequently used throughout the State and gives good service.

5. The locks on the doors of the cells should be readjusted in order that they may work properly and freely.

6. An additional meeting of the grand jury should be held each year. Only three meetings a year work severe hardship upon those who are unfortunate enough to be detained in the jail and unable to obtain bail.

## PROGRESS MADE DURING THE YEAR.

There is some agitation among the county officials, and people interested in the business of the county, to abolish the fee system.

## YATES COUNTY JAIL, PENN. YAN.

Inspected — By — Population.  
 Mar. 16, 1914 E. R. Cass..... 5 adult males.

The capacity of the jail is as follows:

Adult males.....	9 cells
Adult females.....	1 "
Minor females.....	1 "
Minor males.....	2 "

The jail is under the supervision of the sheriff, L. R. Bates. He is assisted by a jailer and a matron.

The jail is a modern brick structure built onto the sheriff's residence and consists of two separate floors. On the first floor there is a steel cellblock with five cells on one side, and four regular cells and a padded cell on the other. Each cell is equipped with two iron hinged beds, a toilet in the niche, and a set washbasin with running water connections. On the second floor there is a small steel cellblock with two cells on a side; in the front part and in the rear, there are two separate hospital rooms. Shower-baths and bathtubs are available for use. In the basement there is a tramp room suitable for the detention of male prisoners. It is equipped with iron cot beds, a toilet, and bathing facilities. The jail has exposure on three sides and there are fairly large windows, so that a satisfactory amount of light and air can be had in the interior.

At the time of the above inspection a satisfactory condition of cleanliness existed in every part of the jail.

## RECOMMENDATIONS MADE.

1. It is urgently recommended that if the jail population warrants an additional grand jury meeting during the year, one be held. Much injustice and hardship is wrought upon prisoners awaiting the action of the grand jury when only two meetings are held during the year. This county is one of the very few in which there are only two meetings of the grand jury each year.

2. The county authorities should urge the steady development of the employment of prisoners on the garden, with the hope of the gradual evolution of a county jail farm. Several counties have obtained satisfactory results along these lines.

3. The frail, wooden stairway, which is 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 on the north end of the first floor, and two iron partitions in the corridor on the south end, with a doorway in each, would make it possible to keep the grand jury prisoners separated from the prisoners serving sentence and at the same time permit the sheriff to allow trustworthy prisoners the use of the outside corridor on each side of the cellblock without danger of commingling.

## PROGRESS DURING THE YEAR.

1. Jail labor was used in painting the barn and the porch surrounding the sheriff's residence.

2. The toilet seats have been securely fastened and repainted twice.

3. The county authorities have consented to allow the sheriff to use about one-half an acre of the county ground in order that some of the prisoners may be employed at garden work. Suggested in previous reports.

4. The advisability of having an additional grand jury meeting during the year is frequently discussed. The hardship imposed by only two grand jury meetings has been pointed out in previous reports.

## DEPARTMENT OF CORRECTION, CITY OF NEW YORK.

INSPECTIONS BY PHILIP KLEIN, 1914.

The Department of Correction, headed by a Commissioner, who is assisted by a Deputy Commissioner, has jurisdiction over two classes of institutions, one group intended for persons detained during examination or trial, and the other for persons serving sentence. The Department has no jurisdiction whatsoever over civil prisoners. In all five counties within the greater city of New York, civil prisoners are under charge of the sheriffs of their respective counties. In the counties of New York, Kings and Queens, there are county jails for civil prisoners, entirely distinct from the Department of Correction. In the counties of Richmond and Bronx, where the county jails have not yet been brought under the jurisdiction of the Department of Correction, the sheriffs have charge of both civil and criminal prisoners. The Department of Correction may be said to control all institutions for the detention of prisoners under criminal charge, or serving sentence upon conviction for a criminal offence, within the city of New York, excepting only the Bronx and Richmond County jails, the House of Refuge on Randall's Island, the House of Detention of Witnesses, detention rooms of incorporated societies for the prevention of cruelty to children, all reformatories for women and children conducted by boards of managers or private corporations, and such places for the detention of prisoners, or persons charged with crime, as are by law placed under the charge of some other department head or officer. This includes, of course, police lockups.

The provisions of the City Charter referring to the Department of Correction and stating the powers and duties of the Commissioner of Correction are chiefly the following:

## Section 699: Records of inmates of institutions.

It shall be the duty of the commissioner to keep and preserve a proper record of all persons who shall come under his care and custody, and of the disposition of each such person, with full particulars as to the name, age, sex, color, nativity and religious faith of each, together with a statement of the cause and length of detention of each such person. Such record shall be supplementary to and shall be kept separate from the records required to be kept by section seven hundred and nine of this act.

## Section 700: Employment of inmates; articles manufactured; cultivation of lands.

Every inmate of an institution under the charge of the commissioner, whose age and health will permit, shall be employed in quarrying or cutting stone, or in cultivating land under the control of the commissioner, or in manufacturing such articles as may be required for ordinary use in the institutions under the control of the commissioner, or for the use of any department of the city of New York, or in preparing and building sea walls upon islands or other places belonging to the city of New York upon which public institutions now are or may hereafter be erected, or in public works carried on by any department of the city, or at such mechanical or other labor as shall be found from experience to be suited to the capacity of the individual. The articles raised or manufactured by such labor shall be subject to the order of and shall be placed under the control of the commissioner, and shall be utilized in the institutions under his charge or in some other department of the city. All the lands under the jurisdiction of the commissioner not otherwise occupied or utilized, and which are capable of cultivation, shall in the discretion of the commissioner be used for agricultural purposes.

## Section 701: Detail of inmates to work in other departments.

At the request of any of the heads of the administrative departments of the city of New York (who are hereby empowered to make such request) the commissioner of correction may detail and designate any inmate or inmates of any of the institutions in the department of correction to perform work, labor and services in and upon the grounds and building or in and upon any public work or improvement under the charge of such other department. And such inmates when so employed shall at all times be under the personal oversight and direction of a keeper or keepers from the department of correction, but no inmate of any correctional institution shall be employed in any ward of any hospital, except hospitals in penal institutions, while such ward is being used for hospital purposes. The provisions of this act or of law requiring advertisement for bids or proposals, of the awarding of contracts, for work to be done or supplies to be furnished for any of said departments shall not be applicable to public work which may be done or to the supplies which may be furnished under the provisions of the prison law.

## Section 702: Hours of labor; discipline.

The hours of labor required of any inmate of any institution under the charge of the commissioner shall be fixed by the commissioner. In case any person confined in any institution in the department shall neglect or refuse to perform the work allotted to him by the officer in charge of such institution, or shall wilfully violate the rules and regulations established by the commissioner or resist and disobey any lawful command, or in case any such person shall offer violence to any such officer or to any other prisoner, or shall do or attempt to do any injury to such institution or the appurtenances thereof or any property therein, or shall attempt to escape, or shall combine with any one or more persons for any of the aforesaid purposes, the officer or officers of such institutions shall use all suitable means to defend themselves, to enforce discipline, to secure the persons of the offenders, and to prevent any such attempt to escape, and it shall be the duty of the officer in charge of such institution in which such person or persons is or are confined to punish him or them by solitary confinement, and by being fed on bread and water only, for such length of time as may be considered necessary; but no other form of punishment shall be imposed, and no officers of any such institution shall inflict any blows whatever upon any prisoner except in self-defense or to suppress a revolt or insurrection. In every case the officer imposing such punishment shall forthwith report the same to the commissioner and notify the physician of the institution. It shall be the duty of such physician to visit the person so confined and to examine daily into the state of his health until he shall be released from solitary confinement and return to labor, and to report to the commissioner and to the officer in charge of such institution whenever in his judgment the health of the prisoner shall require that he should be released.

## Section 703: Accounts; annual estimate; expenditures.

The commissioner shall keep accurate and detailed accounts in a form approved by the comptroller, of all moneys received and expended by him, the sources from which they are received and the purposes for which they are expended. The commissioner shall, on or before the first day of September in each year, prepare an itemized estimate of the necessary expenses of the department for the ensuing fiscal year, which estimate shall constitute the annual estimate of the department of correction, and shall be submitted to the board of estimate and apportionment within the time prescribed by this act for the submission of estimates from the several departments of

the city. He shall incur no expense for any purpose in excess of the amount appropriated therefor, nor shall he expend any money so appropriated for any purpose other than that for which it was appropriated.

## Section 704: Advertisement for supplies.

The commissioner shall from time to time, as may be necessary, advertise in the City Record and the corporation newspapers, for not less than ten days, for proposals for all such articles and supplies (excepting perishable articles) as shall be necessary to be used in and for the institutions in the department, except such as the department itself can produce by the labor of the inmates of institutions, and shall award contracts for the same to the lowest responsible bidders who shall give adequate security for the faithful performance of such contracts. In case of an emergency the commissioner may purchase articles immediately required without calling for competition, but the amount expended by the commissioner for articles so required or for perishable articles shall not exceed the sum of two thousand dollars during any one month.

## Section 709: Record of persons committed.

It shall be the duty of the commissioner to keep a book, or books, card index or other register in which shall be properly recorded the names of all persons, whose commitments have been certified to him as required by section seven hundred and eight of this act, and all other facts which shall be certified to him as herein required by the superintendent, warden or sheriff having charge of the institution to which such person shall have been committed. Such book or books, index or register, are hereby declared to be public records and shall be open to public inspection, and shall be indexed and kept so as to show whether any person whose commitments have been so certified to him have been previously committed within two years next preceding such commitment for any of the causes herein specified.

## Section 712: Transfer of inmates by commissioner.

The commissioner may transfer and commit and cause to be transferred and committed from the workhouse to the city prison, or to either of the penitentiaries or to any other of the institutions in the department, any person committed to the workhouse under section seven hundred and seven of this act, whenever such transfer shall be necessary for the proper care and management of such city

prison, penitentiaries or other institution or for the proper employment of such person. The commissioner may also transfer and commit and cause to be transferred from the workhouse to the city prison or said penitentiaries any person committed to the workhouse under section seven hundred and seven of this act, whenever by reason of the number of offenders actually detained in such workhouse at any time there shall not be accommodation therein for all the persons committed thereto; and in like manner the commissioner may in his discretion transfer prisoners from one penitentiary to another penitentiary within the department or from one district prison to another district prison within the department. The commissioner may also transfer and commit or cause to be transferred and committed from the city prison or either of said penitentiaries to the workhouse to be detained and employed therein any person who shall have been duly committed thereto.

#### Section 713: Alteration and repair of buildings.

Whenever the increase of inmates or the proper care and government of the institutions in the department shall in the judgment of the commissioner render it necessary or expedient, he shall have power to enlarge or alter the building or buildings occupied by such institutions; and he shall also have power to make all needful repairs to such buildings and the appurtenances thereto, provided that an appropriation has been made therefor. The commissioner shall when practicable cause the work of such alterations or repairs to be done by persons confined in such institutions.

#### Section 715: Matrons in prisons for women.

The commissioner of correction may accept for each prison, jail, workhouse or place of detention, now or hereafter under his jurisdiction where women prisoners are detained, at least one woman, and such other women as in his judgment may be necessary, who shall be known as matrons. The matrons shall have charge of and supervision over all women prisoners and all parts of their respective prisons occupied by such women prisoners, or such parts thereof as may be designated to come under their control by the officer in command thereof. At least one matron shall be on duty in each prison as long as any woman prisoner is detained therein. Matrons shall also search all women visiting any part of such prison, except as otherwise ordered by the commissioner. No officer other than the matron shall be admitted to the corridor or cells of the women prisoners without the consent of the officer in charge of said prison.

#### Organization of the Department:

The Department of Correction is headed by a commissioner, receiving a salary of \$7,500 annually, and assisted by a deputy commissioner, at a salary of \$5,000 a year. There are several bureaus or divisions in the department, as follows:

1. Executive.
2. Audits, accounts and records.
3. Purchase and storage of supplies.
4. Prison service.
5. Ferry, van and truck service.
6. Prison industries.

Of these, Nos. 1, 2 and 3 are situated in the administrative offices in the Municipal Building. No. 5 is largely concentrated at the office of the foreman of stables, at the foot of 26th Street and East River.

The total number of regular employees in the department during 1913, was 628. Of these, 412 consisted of wardens, keepers, matrons, orderlies and physicians, that is, those dealing directly with prisoners.

The following institutions are comprised within the Department of Correction:

City prison, Manhattan, in charge of a warden.	
City prison, Brooklyn, in charge of a warden.	
City prison, Queens, in charge of a warden.	
Second district prison, Manhattan	} In charge of a warden of district prisons; each under a keeper in charge.
Third district pen, "	
Fourth district prison, "	
Fifth district prison, "	
Sixth district pen, "	
Seventh district prison, "	
Eighth district pen, "	
Workhouse, Blackwell's Island, in charge of a warden.	
Penitentiary, Blackwell's Island, in charge of a warden.	
Branch penitentiary, Hart's Island, in general charge of a warden.	
Branch workhouse, Riker's Island, in general charge of a warden.	
City reformatory for male misdemeanants	} In charge of overseer; New Hampton under direct charge of farm superintendent.
New Hampton farms, New Hampton, N. Y.	

The City Prison, Manhattan, also serves as the first district prison, Manhattan. The city prisons of Brooklyn and Queens serve as prisons for all district courts of those boroughs or counties.

*Functions of the institutions.*—No person is admitted as an inmate of any institution under the Department of Correction unless properly committed by a judge. Practically all the admissions into the department are first made by such commitment. In the Boroughs of Manhattan and Bronx, therefore, the distribution of district prisons or pens is parallel, practically, with the distribution of district magistrates' courts. The first district magistrates' court



remands prisoners to the Tombs; the second, fourth, fifth and seventh district magistrates' courts have prisons in adjoining buildings. For the third, sixth and eighth districts pens are provided, also under the Department of Correction, where prisoners are detained until the close of court. At the end of the court session, those from the third district pen are transferred to the second district prison. Those from the sixth and eighth district pens, to the fifth district prison. Of the district prisons, the fourth district is the only one where there is no female department, so that women prisoners from there are transferred to the seventh district prison.

As a general rule, prisoners remain at the district prisons, or pens, only as long as they remain under the jurisdiction of the magistrate. If prisoners are held for special sessions, or general sessions courts, they are as soon as practicable transferred, in Manhattan, to the Tombs; in the Bronx, to the Bronx County Jail.

In Brooklyn and Queens there are no district prisons. The city prison in each borough serves as a general remand prison for all districts in the magistrates' courts. These prisons therefore combine the functions that in Manhattan are divided between the district prisons and the city prison, or Tombs. As a general rule, therefore, prisoners held for special sessions, for general sessions, for county or supreme court, are found only in the three city prisons of Manhattan, Brooklyn, and Queens, and lesser cases are found in the district prisons of Manhattan and Bronx, and also in the city prisons of Brooklyn and Queens; an anomalous condition exists in Bronx County, where the Department of Correction has jurisdiction over two district prison pens, but has no jurisdiction over the county jail, to which serious offenders, who are held by the magistrate for the county court or supreme court, are transferred.

Persons sentenced by the various magistrates, special sessions, general sessions, supreme and county courts of the City of New York, may be sent either to institutions within the city, under authority of the Commissioner of Correction, or to institutions outside the city. The institutions for convicted prisoners under the Department of Correction are principally the Workhouse, the Penitentiary and the City Reformatory for Misdemeanants. But persons may be sentenced to the various city prisons; these cases, however, are not important or very numerous. Sentences to the Workhouse are for six months or less for minor offences; to the Penitentiary, generally, for not more than one year, although, as pointed out below, there may be longer sentences. The conditions of admission to the City Reformatory are also set forth below. Transfers to these institutions are made by the department vans.

It is against the law to employ prisoners who are not convicted. Therefore, the domestic labor, such as cleaning, cooking, etc., in the various city and district prisons is done by prisoners who are either sentenced to a term in such prisons or are transferred from the Workhouse or the Penitentiary for the purpose of performing such work. The administration of the city and district prisons therefore presents quite a difficult problem, inasmuch as the differences in rights, privileges and duties of the convicted and unconvicted prisoners must be observed.

*Prisoners and their treatment.*—The institutions of the Department of Correction and their personnel, are, from the standpoint of modern penology, antiquated in plan and ideals. There is not one institution that is constructed along really modern lines, nor can it be said that the administrative methods of the Department in the past have shown an appreciation of the meaning of penology as signifying a combination of efficiency in methods and enlightened humaneness in the treatment of prisoners. At present it is largely simply a matter of being personally good-natured, or ill-natured; personally inefficient, or competent. There is hardly a well-developed principle to serve as a guide. Added to this sad state of affairs is the fact that the calibre of a large number of prisoners in the Department is not such as to inspire respect and hope for reformation. For this reason, up to this very day, there is not an institution in the city of New York that has taken the initiative or even promptly followed any lead in practical prison reform, such as is being worked out in some of our State prisons and in some institutions in other states and in Canada. Within the prisons, under their more or less unsanitary conditions, wretched, insufficient clothing is provided. There is little or no attempt at individual treatment, or even an intimate understanding of prisoners. The business of safekeeping is paramount, if not exclusive. No system of parole exists in the prisons. All sentences are absolutely definite, with the sole exception of the City Reformatory for Misdemeanants on Hart's Island, where, however, the system, with its nine-headed Board of Parole, is, from a standpoint of reformatory standards, largely a failure. Some few score employees, including some wardens, and a number of keepers, who do have a better and wider understanding of the problems of prison and prison reform, do not have the opportunity of realizing their ideas.

When we add to all this, that during the year 1914, the total census of the department increased from 4602 to 7304, or 58.7 per

cent., with only a most insignificant increase in the number of keepers, an estimate of the quality of the work in these prisons cannot be very gratifying.

Moreover, the chances of advancement for keepers are too limited, their hours too long, their duties in a few cases a sinecure, but in most cases arduous and dangerous. The keeper enters, with a salary of \$800, which may be raised to \$900 in two years, to \$1050 in two more years, and at the end of the total of six years, to the maximum of \$1,200. There is no classification in rank and no chance above \$1,200, except in the case of a few positions of head keeper, at \$1,800, and still fewer positions of warden, at \$2,500 (in two cases, \$3,000 and in one case \$3,500).

There has long been considerable agitation for the introduction of an eight-hour shift among keepers. The matter has been considered by the salary classification committee, but no results have as yet been obtained. All this makes it difficult to eliminate the repressive system of treatment and to introduce constructive reformatory methods into the institutions of the Department.

*Business methods.*—There are two general classes of expenditures, those for regular maintenance and ordinary repairs, and those for extraordinary expenditures, new buildings, and improvements on a large scale. For the former, it is required that a budgetary estimate be made, as provided in the Charter quoted above. For the latter group requisitions may be made at any time, and the money is raised not from regular tax revenue, but by the selling of corporate stock.

The budgetary expenditures for the year 1913 amounted to \$1,270,456.07, segregated as follows:

Personal services (salaries and wages).....	\$615,640 51
Supplies.....	473,285 31
Purchase of equipment.....	50,142 12
Materials.....	75,625 88
Contract, or open order service.....	52,162 25
Contingencies.....	100 00
Fixed charges and contributions.....	3,500 00

In the item for supplies the most important single unit was \$339,523, for food supplies. This was calculated on the basis of 5,000 prisoners, at the rate of 16 cents per day, plus the partial maintenance for some of the employees.

In the purchase of equipment, the most important item was \$21,967.71, for wearing apparel.

Under the heading of "materials" \$40,000 constituted a capital fund for the running of the industries at the penitentiary.

This total of \$1,270,456.07 does not however represent the total expenditure, for it does not include expenditures made on corporate stock, nor deficiency appropriations that have to be made before the end of the year to supply additional food and wearing apparel, required because of the tremendous increase in the census.

On the basis of this experience for 1914, the budgetary grants for the coming year of 1915 have, in the most important items, been considerably increased. The number of employees was raised from 628 to 670, this increase being most pronounced in the Workhouse staff where it was raised from 169 to 189, in the Reformatory staff from 25 to 35, and in the Penitentiary from 88 to 100. The only considerable reduction has been in ferry service, due to the abandonment of the use of one of the steamers. The total of food supplies granted in the budget for 1915 is \$342,906.55. The large increase for wearing apparel to \$60,138.20, is due to the fact that there was less material in stock at the end of 1914 than there was at the end of 1913.

*Food supplies and wearing apparel* are granted as a lump sum for the whole Department. They are distributed to the various institutions from the storehouse located on Blackwell's Island, upon a requisition made by the institution through the central office. The system of requisitions for supplies of all kinds has been thoroughly reorganized and improved during the past year of this administration. This improvement is especially noticeable in the distribution of food supplies. Up to last year the required amount of food was sent from the storehouse to each institution, on the basis of the census reported for the corresponding day of the preceding week. This had the effect that the amount sent and the amount needed were not the same for the individual institution, and that the total number of persons for whom requisition for food was made, was very often higher than the total census for the whole department. With the reorganization of the pass bureau this system was done away with.

There is now available at the pass bureau an exact record of the precise number of inmates in each institution daily, so that the supplies sent to institutions now are based upon the information supplied by the pass bureau direct to the storehouse. This pass bureau is intimately connected with the new system of records for the whole Department, which provides that at each prison, or pen, a book entry be made of every admission, discharge, or change of legal status of the prisoner. A carbon copy of this record is made simultaneously. The book containing the original record remains at the institution

and the carbon copy is forwarded to the pass bureau. From the book remaining at the institution individual cards are filled out, which constitute the card system for the institution. Similarly, from the carbon sheets, cards are prepared at the pass bureau. The card at the pass bureau remains on file, while that at the institution follows the prisoner from institution to institution within the department, and remains on file at the institution where he was last located. A beginning has already been made to utilize this central record system for obtaining reliable statistics for the Department. The proper statistical machinery has been installed and within a year or two probably some astonishing statistical results may follow. At this bureau, passes for visitors to prisoners (relatives) are issued for all cases of convicted prisoners, and a record of such visits kept.

Since June 1, 1914, the dietary of the Department has also been organized on a uniform plan. The same dietary now is obligatory in each prison of the Department.

For the purpose of comparison, we give here a former dietary, as found in the Tombs, and the present dietary, for the whole Department.

#### Former allowance per prisoner per day:

BREAKFAST.	Sun-day.	Mon-day.	Tues-day.	Wed-nesday.	Thurs-day.	Friday.	Satur-day.
Bread	8	8	8	8	8	8	8
Coffee	1	1	1	1	1	1	1
Sugar	1	1	1	1	1	1	1
Hash	8				8		
Condensed milk	1	1	1	1	1	1	1
Prunes			2½				
DINNER.							
Bread	8	8	8	8	8	8	8
Beef	10	10		10	10		10
Mutton			12	10			10
Fish						10	
Beef stew	2	2			2		
Mutton stew			2				
Vegetable soup				2			
Potatoes	4	4	4	4	4	4	4
Vegetables	4	4	4	4	4	4	4
Fish, chowder						2	
SUPPER.							
Bread	8	8	8	8	8	8	8
Tea	1	1	1	1	1	1	1
Condensed milk	1	1	1	1	1	1	1
Sugar	1	1	1	1	1	1	1
Jelly				3			

A typical bill of fare for a week was as follows:

	BREAKFAST.	DINNER.	SUPPER.
Sunday	Baked hash	Boiled beef, soup, potatoes, bread	Bread, tea
Monday	Bread, coffee	Boiled beef, soup, potatoes, bread	Bread, tea
Tuesday	Stewed prunes, bread, coffee	Boiled mutton, soup, potatoes, bread	Bread, tea
Wednesday	Bread, coffee	Boiled beef, soup, potatoes, bread	Bread, tea, jelly
Thursday	Baked hash, bread, coffee	Boiled beef, soup, potatoes, bread	Bread, tea
Friday	Bread, coffee	Clam chowder, potatoes, bread, coffee	Bread, tea
Saturday	Bread, coffee	Boiled mutton, soup, potatoes, bread	Bread, tea

The following is the present dietary for all institutions of the Department:

#### BREAKFAST RATION FOR PRISON.

(Ten people).

Corn meal	10 ozs.	1 oz. per cap.
Oatmeal	10 ozs.	1 oz. per cap.
Wheat flakes	10 ozs.	1 oz. per cap.
Hominy	10 ozs.	1 oz. per cap.
Corned beef hash	2½ lbs.	4 ozs. per cap.
Potatoes (for hash)	2½ lbs.	4 ozs. per cap.
Milk (for cereals)	2½ qts.	½ pt. per cap.
Bread		
Coffee		

#### DINNER RATION FOR PRISON.

(Ten people).

Beef	6.5625 lbs.	10½ ozs. per cap.
Mutton	6.5625 lbs.	10½ ozs. per cap.
Corned beef	6.5625 lbs.	10½ ozs. per cap.
Cod fish, salt	2½ lbs.	4 ozs. per cap.
Clams	60	6 ozs. per cap.
Potatoes	6½ lbs.	10 ozs.
Vegetables	1½ lbs.	6 ozs.
Green peas	5 ozs.	0.5 ozs.
Soup { Beans	5 ozs.	0.5 ozs.
{ Barley	5 ozs.	0.5 ozs.
{ Rice	5 ozs.	0.5 ozs.

#### SUPPER RATION FOR PRISON.

(Ten people).

Macaroni	15 ozs.	1½ ozs.
Cheese	5 ozs.	0.5 ozs.
Beans	1.25 lbs.	2 ozs.
Rice	8 ozs.	0.8 ozs.
Prunes	1.25 lbs.	2 ozs.
Evaporated apples	15 ozs.	0.2 ozs.

## DAILY RATION PER PRISONER.

<i>Monday:</i>		Boiled beef	10 3/4 ozs.
Oatmeal	1 oz.	Potatoes	10 ozs.
Fresh beef hash	4 ozs.	Vegetables	6 ozs.
Beans	2 ozs.	Macaroni	1 1/2 ozs.
Peas	1 oz.	Cheese	3 ozs.
Beef	10 1/2 ozs.	Corned beef hash	4 ozs.
Milk	1/2 oz.	Vegetable soup	4 ozs.
Coffee	1/2 oz.		
Bread	20 ozs.	<i>Friday:</i>	
Potatoes	10 ozs.	Oatmeal	1 oz.
Vegetables	6 ozs.	Milk	1/2 pt.
Barley	1/2 oz.	Coffee	1/2 oz.
		Peas	1/2 oz.
<i>Tuesday:</i>		Codfish	4 ozs.
Meal	1 oz.	Beans	2 ozs.
Milk	1/2 pt.	Bread	20 ozs.
Mutton	10 1/2 ozs.	Potatoes	10 ozs.
Potatoes	10 ozs.	Vegetables	6 ozs.
Bread	20 ozs.	Barley	1/2 oz.
Rice	0.8 oz.		
Coffee	1/2 oz.	<i>Saturday:</i>	
Vegetables	6 ozs.	Hominy	1 oz.
Syrup	2 ozs.	Potatoes	5 ozs.
Vegetable soup	4 ozs.	Mutton	10 1/2 ozs.
		Potatoes	6 ozs.
<i>Wednesday:</i>		Vegetables	6 ozs.
Oatmeal	1 oz.	Coffee	1/2 oz.
Peas	1/2 oz.	Bread	20 ozs.
Corned beef	10 1/2 ozs.	Milk	1/2 pt.
Potatoes	10 ozs.	Rice	0.8 oz.
Bread	20 ozs.	Syrup	2 ozs.
Milk	1/2 pt.	Vegetable soup	4 ozs.
Prunes	1/2 oz.		
Coffee	1/2 oz.	<i>Sunday:</i>	
Vegetables	6 ozs.	Oatmeal	1 oz.
Barley	1/2 oz.	Milk	1/2 pt.
		Coffee	1/2 oz.
<i>Thursday:</i>		Bread	20 ozs.
Hominy	1 oz.	Bean soup	1/2 oz.
Milk	1/2 pt.	Beef	10 1/2 ozs.
Bread	20 ozs.	Potatoes	10 ozs.
Coffee	1/2 oz.	Vegetables	6 ozs.
		Evaporated apples	1 1/2 ozs.

## MONDAY.

*Breakfast:* Oatmeal, milk, bread, coffee, fresh beef hash.  
*Dinner:* Green pea soup, boiled beef, potatoes, vegetables, bread.  
*Supper:* Baked beans, bread, coffee.

## TUESDAY.

*Breakfast:* Corn meal, milk, bread, coffee.  
*Dinner:* Vegetable soup, boiled mutton, potatoes, vegetables, bread.  
*Supper:* Boiled rice, syrup, bread, coffee.

## WEDNESDAY.

*Breakfast:* Oatmeal, milk, bread, coffee.  
*Dinner:* Split pea soup, corned beef, potatoes, vegetables, bread.  
*Supper:* Stewed prunes (or jelly) bread, coffee.

## THURSDAY.

*Breakfast:* Hominy, milk, bread, corned beef hash.  
*Dinner:* Vegetable soup, boiled beef, potatoes, bread, vegetables.  
*Supper:* Macaroni and cheese, bread, coffee.

## FRIDAY.

*Breakfast:* Oatmeal, milk, bread, coffee.  
*Dinner:* Green pea soup, creamed codfish, potatoes, vegetables, bread.  
*Supper:* Baked beans, bread, coffee.

## SATURDAY.

*Breakfast:* Hominy, milk, bread, coffee.  
*Dinner:* Vegetable soup, boiled mutton, potatoes, vegetables, bread.  
*Supper:* Boiled rice, syrup, bread, coffee.

## SUNDAY.

*Breakfast:* Oatmeal, milk, bread, coffee.  
*Dinner:* Bean soup, boiled beef, potatoes, vegetables, bread.  
*Supper:* Apple sauce (or jelly) bread, coffee.

The next step for the Department of Correction, it is to be hoped, will be the acquisition of new modern prisons and of a medical service along modern lines.

In the following statements of the individual institutions in the Department, no definite inspection reports are given in the majority of cases, because of the frequency with which the said institutions have been visited or inspected. Reference has been made in Part I, of this report to the general changes in the Department of Correction that have come about during 1914. The statements to follow will give a brief description of the essential features of each prison, the recommendations made for their improvement, and any definite progress that may be reported during the year.

## THE CITY PRISON, MANHATTAN, (TOMBS).

The warden is John J. Hanley.

The capacity of this prison is:

Male adults	307 cells
Male adults, dormitory fat.	108 prisoners
Male minors	80 cells
Female court prisoners	32 cells
Female prisoners serving sentence	21 cells
No separate facilities for female minors.	

The prison consists of the so-called "new prison," and the two annexes, one of which is used for female prisoners. The "new prison" has been in use for about eleven years and the annexes for almost thirty years.

## MALE PRISON.

The "new prison" is built on the cellblock type with utility corridors, and contains eight tiers of cells, divided into two sections of four tiers each. There are forty cells to a tier, or a total of three hundred and twenty cells for the whole cellblock. These cells are 6 feet 4 inches, by 8 feet 1½ inches, by 8 feet 4 inches. They are considerably larger than the usual cell found in similar institutions. However, practically all of them contain two prisoners, so that the cells prove to be in fact too small, rather than too large.

There are two shower compartments, one scullery and a store-room for each tier of forty cells. Above the cellblock a large dormitory with capacity for one hundred and eight beds is situated.

The heat and artificial light are satisfactory. The ventilation and natural light are obtained chiefly from the large windows running practically the full height of the cellblock, with window-panes opening obliquely. There is an auxiliary ventilating system, which is not sufficient properly to supplement the window ventilation, especially when the cold weather makes it impossible to keep windows constantly open. The dormitory on the top floor is very well lighted and ventilated. It contains some fifty-eight windows, 4 feet by 3½ feet.

The first floor of this building, under the cellblock proper, contains the general offices, visitors' waiting-room, the caterer's department, the office of the medical department, a counsel room, a room for searching visitors, a small room for the reception of clothing brought in for the prisoners, a compartment containing two dark cells, a laundry and a store-room, the last three accessible from the yard. The basement contains the boiler-rooms, electric generators and dynamos, store-room, carpenter-shop and other shops.

The cells in the "new prison" contain two bunks each, suspended on the wall by hinges, a toilet with washbasin of vitreous material, a ventilating register connecting with the utility corridor, an electric light, a small table suspended on hinges from the wall that may be folded up against the wall, a small bench, a broom, a drinking-cup, and the bedding, consisting of blankets, pillow, sheets and pillow-cases. If two persons occupy the same cell, as is generally the case, additional bedding and an additional cup are of course supplied. Prisoners are permitted to keep their personal articles in the cell, since they are in the eyes of the law presumably innocent.

Running at right angles to this cellblock there is a wing somewhat less in height than the prison building proper and containing on its various floors the following: Pens for the temporary detention

of prisoners returned from court prior to their re-admission to their respective cells, and until the prison is cleared of visitors; a Catholic and a Protestant chapel; several rooms used as storerooms for books, drugs, etc., and a kitchen. All these are separated from the prison proper by a stairway running the full height of the building, and giving access both to the prison and to the various floors of this wing. Communication from floor to floor in the cellblock is by means of a stairway situated at about the center of the cellblock and dividing each block into two halves of twenty cells each.

In the male annex there are eighty cells, distributed over five tiers, sixteen cells to a tier, eight on each side, but without a utility corridor to separate them, so that all the plumbing is contained in the separating wall and in the cells proper. The size of these cells is smaller than of those in the "new prison." They are only 5 feet 4 inches in width, or fully 1 foot narrower than those in the "new prison." The heat and artificial light are satisfactory. The natural light and ventilation are very much poorer than in the "new prison" both because of the size of the windows in the outer wall, and also because the door spaces in front of the cells toward the corridor are smaller, and because the cell fronts are a thick brick wall instead of a thin steel wall, as in the "new prison." The absence of a utility corridor also reduces the possibilities of good ventilation.

One side of the first tier, shut off by a steel gate, is used as the "ten day house," for the confinement of male prisoners sentenced to the City Prison for small fines, or for less than five days. Most of this group stay only a few hours, or a day at most, before their liberation either by payment of the fine, or by expiration of the short term, so that it is not considered worth while to assign separate cells to them, in an institution so overcrowded and so much in need of cells for the steadier population. On this corridor therefore there may be found at any time an indefinite number of prisoners, ranging all the way to forty or fifty. Three of the cells of this part are occupied by "the help," one cell has been transformed into a shower compartment, one into a scullery and one into a storeroom.

On the other side of this tier inmates about to be transferred to the Elmira Reformatory are generally kept. On this side, too, there is one cell used as a shower compartment and one has been transformed into a padded cell, but is not used for that purpose.

On the second, third, and fourth tiers, two corresponding cells on either side are joined by breaking through the separating walls. These are used as sculleries and for the accommodation of "the help."

## FEMALE PRISON.

The female prison is an annex, corresponding in construction and age to the male annex. The size of its cells, their construction, the material of the walls, the plan, etc., are the same as in the male annex. Its five tiers are divided into two sections, of which the upper two constitute a unit and are accessible by a separate stair-way. The lower three tiers have a total of thirty-two cells, available for sleeping purposes. The other ten of the forty-two cells provided for by the construction, which was designed for fourteen cells to a tier (seven on each side), are used for various purposes, such as storerooms, clothing rooms, showers, etc. The two separate tiers referred to above are used for "the help," and have a total of twenty-one cells, available for sleeping purposes, of which nineteen are supplied with two bunks each. A ventilating shaft to supply these two tiers passes through practically all of the five tiers.

The equipment in all of the cells, male and female, is practically the same as to bedding, cups, broom and so on. Each prisoner receives a clean towel every morning and soap when required. A complete new set of articles of equipment is given each prisoner on admission, and is removed from the cell on his or her discharge, and not again used until properly treated.

There are two general classes of prisoners in this prison, as well as in all the detention prisons of the Department of Correction, those held for court action by the various magistrates and other judges, and those serving sentence and required to work. These are referred to generally as "the help." They are either transferred from the workhouse for the purpose of performing the necessary labor in the various prisons, or else are sentenced directly to the City Prison, for a definite term, generally not more than sixty days. Their sleeping quarters at the Tombs are, for male help, principally the dormitory, on the top floor of the "new prison," some however are in the cells of the male annex. The women "help" as already indicated occupy the two upper tiers of the female prison. The distinction between these two general classes of prisoners is of course carried out in the whole administration. Court prisoners have presumably all rights, except those necessarily curtailed for the purpose of administration. That is, they may receive visitors three times a week, may write and receive as many letters as they please, may purchase food, tobacco, clothing and luxuries of any kind. "The help" are restricted to their monthly or bi-weekly visitors, may receive and send mail to a limited extent, and must not possess any money on their person. However, "the help," in per-

forming their various duties throughout the prison, come into constant contact with the court prisoners, and in that way are able to secure many more privileges than in institutions used exclusively for convicted prisoners.

The distribution of prisoners, according to their classification, within the limits possible in such an overcrowded institution, is as follows:

Two separate tiers in the "new prison," namely, the fifth and sixth, are reserved for the use of minors (those twenty-one years of age or under).

The first and second tier are used for the most serious cases, such as homicide, robbery, rape, etc., and for those convicted and sentenced and ready to be transferred to the State Prison or the Penitentiary.

All Federal prisoners are kept on the seventh tier and all prisoners suffering from tuberculosis, syphilis, or gonorrhoea, are kept on the eighth tier, separated as far as possible. Often this classification has to be broken down, because of the necessity of keeping certain prisoners held on the same charge, or likely to attack each other, on separate tiers, and also because of the overcrowding.

In the male annex the upper two tiers are entirely closed off by bars and are devoted to the housing of drug users and those suspected of being drug users.

The first tier of the annex is used, as above indicated, on one side for prisoners to be transferred to the Elmira Reformatory, on the other side for the so-called "ten day cases." The other tiers are used for various misdemeanants.

In the female prison, classification is practically impossible. During the day, however, first offenders and repeaters are kept on separate tiers, so that they come in contact with each other to a very limited extent only.

The drug evil has become so serious in this institution that the free admission of food purchased by court prisoners at their own expense has been eliminated, and now all such purchases can be made only from a caterer inside the prison. Only clothing and toilet necessities are now allowed to come in, after the proper examination for contraband articles.

The Tombs is ordinarily always very much overcrowded. Approximately two-thirds of the cells contain almost always two prisoners. In doubling up, great care is taken to allow only people of the same race, nationality, age, general character, cleanliness and condition of health to occupy the same cells. Of course it is often

impossible to carry this principle out. This overcrowding is probably the worst feature of the Tombs. To a considerable extent this is responsible for the standard of cleanliness, which is somewhat below what may be considered desirable. There is a tremendous flux, in and out, of prisoners, visitors, cleaners, lawyers, philanthropic agents, police, etc. There is a continuous change in the occupants of the cells and the officials are too few to keep a constant lookout for the condition of the individual cells, and of various other parts of the prison. It is a pity, that in spite of the commendable activity of the warden, John J. Hanley, it has as yet been impossible to bring the cleanliness of the Tombs up to an acceptable standard.

Other undesirable features will become clear from the recommendations appended, which are the result of a careful six weeks' study by the writer, of this institution, resulting in a report of which the present report is an extract.

#### RECOMMENDATIONS MADE.

The following recommendations are under the three headings, (1) structural or architectural, (2) administrative, (3) statistical.

#### STRUCTURAL OR ARCHITECTURAL.

1. Additional accommodations must be provided to alleviate the existing congested conditions. The first recommendation, therefore, is that additional buildings be erected so as to insure the provision of a cell for every prisoner, whether awaiting trial or sentenced, or whether one of "the help."

2. Both annexes, male and female, should be torn down as unfit for service. The multiplication and enlargement of windows as well as the discontinuance of the use of the annex cellars for their present purposes would partially alleviate the undesirable present conditions. However, the annexes are both so thoroughly unsatisfactory that no partial changes should be undertaken; they should be entirely abolished.

3. To improve the ventilation a larger exhaust plant should be installed in the new prison. Also, the ventilating system should be extended to the chapels and other parts of the prison.

To eliminate the commingling of all kinds of prisoners and of visitors, and thereby to avoid the possibilities of prisoners injuring each other, of their escape, of the ill-treatment of visitors by them, and many other evils:

4. Separate entrances from the main stairway to each tier should be provided so that prisoners can go to their respective tiers without passing through the other tiers. This would increase the number of entrances to the cellblock of the new prison to 8 instead of 3. The stairway within the cellblock should be used by officials only. This would involve

5. The rearrangement of the receiving room and the pens for keeping prisoners on their return from court. The entrance to the main stairway on a level with the first tier should be changed, and the receiving desk moved into what is now the small court pen, so that the control of all movement of prisoners to the various tiers would be concentrated at the receiving desk. At present, prisoners may leave the tiers in charge of officers, or, if they can manage it otherwise, by the entrance on the fifth tier or seventh tier, and go down the stairway or elevator without being seen at the receiving desk. This does not, but could easily happen.

6. A visiting room should be provided. The double screen system should be installed in the visiting room, and it should be so located, if possible, that access to the prisoners' side should be closed to visitors, while the visitors' side should be open to the public entrance only. At present there is no available space for such a visiting room and, before additional buildings are erected, either such a room would have to be built in the yard or one of the chapels could be used by the erection of a movable double screen.

7. If the visitors were thus taken care of, there would be no cause for the use of the court pens on the floor with the receiving desk as at present. But to consider this item independently, the present court pens could be subdivided, and additional room could be utilized for a more nearly proper segregation of returning prisoners. At present all classification is broken down here. In fact, there is no reason why, if there is no other way out, the Protestant chapel could not be used for this purpose. It is on the same floor with the fifth tier so that it could be supervised by the keeper of that tier.

8. Counsel room facilities should be extended by the definite utilization in addition to the present counsel room of at least one more room, probably the one now used for keepers' lockers, and sometimes as counsel room.

9. A male searching room is necessary even before the visiting room is constructed.

10. A medical receiving room for prisoners is absolutely necessary for the proper sanitary precautions in the administration of the building. A process of real disinfecting should be installed in connection with this.

11. The Bridge of Sighs should be altered so that instead of opening into the yard as at present, it should open directly on the first tier floor, preferably in immediate juxtaposition to the receiving desk. At present the prisoners pass through the yard in all kinds of weather, through the narrow corridors and stairways used by visitors and others, and then are jammed into the court pens. The reconstruction of the Bridge of Sighs would obviate this.

12. The floors of the first and fifth tiers should be provided with a gutter and drainage to facilitate cleaning.

13. An additional elevator should be installed where now useless dumbwaiters stand idle.

14. There are no facilities at present for properly treating the ill, the tuberculous, those suffering from infectious diseases, epileptics, prisoners under observation and those suffering from the effects of wounds or of surgical treatment. In other words, there is no hospital and no psychopathic ward. Both are most urgent necessities, and their absence causes untold misery and administrative difficulties. Immediate attention to the solution of this problem should be given, even if it requires patch-work building. The recommendations of Dr. George Parker made April 23, 1912, in this connection are cited here:

"The general recommendations that arise from a situation such as this can fall into two lines:

"(a) That of service.

(b) That of arrangement of physical surroundings.

"(a) The Service. There are demanded for the proper conduct of the medical part of the Tombs, City Prison, two resident physicians, a senior and a junior. In this connection I may cite that the chemist who does a large

part of dispensing of medicine to the ambulatory sick on the tier, handles 160 to 200 cases a day, either in medicine given to them or dressings applied to them. This is a very large amount and should not rest in the hands of a man whose medical training is but slight, although his training as a chemist and apothecary is excellent. He is being asked to perform work for which he cannot be fully qualified, and which lies entirely beyond his field as a chemist. This is mentioned to show the very large amount of general medical work existing within the tombs. With the examination, physical and mental, of each prisoner coming to the Tombs, which in the light of this report is mandatory, the services of two internes are necessary. Both of these internes should be men qualified by experience in asylum as well as in general hospital work to treat and distinguish both mental disorders and physical disabilities."

15. So far as structural changes are necessary they should be made so as to provide a reception room for prisoners where their physical condition could be ascertained, their bodies and clothes cleaned, and any additional precautions taken against the introduction of disease.

16. The location of the bread room should be changed. In its present situation it is ill-ventilated and immediately above the hot basement, so that bread often turns sour over night.

17. There should be an adequate keepers' dining-room.

#### ADMINISTRATION.

Under the heading of Administration the chief recommendations are the following:

(1) A wiser distribution of officers to their respective posts.

(2) The simplification of the work at the pass desk, so that it will not take the time of four keepers and a matron during the busiest hours of the day.

(3) The establishment of a closer relation with the court, so that it will not be necessary to send to the court of general sessions alone an average of 76 prisoners per day when the average number disposed of is only 22. The present system involves the crowding into disgracefully small pens in the Criminal Courts Building of a number of offenders of all



ages, color, previous experience, state of health and morals. These pens are not only too small and ill-ventilated, but increase in undesirable qualities during the stay of several hours of the prisoners, both by the natural results of the presence of a number of individuals in a small space and by the use of food and tobacco by the prisoners during court hours.

(4) The employees' hours should be reduced to eight, and their Saturday and Sunday holidays be made secure. The present warden, Mr. Hanley, sometime ago devised a scheme for a three-shift system for the keepers which would provide for an eight-hour basis.

(5) The material used in the preparation of the food has, on a whole, been found good. The administrative process of its distribution, however, is faulty in so far as it necessitates keeping the separate portions of meat for several hours until they become cold and unappetizing. Therefore, some scheme should be introduced — and it is not at all an impossibility, though such claims be made — for presenting the food properly and for assuring its impartial distribution by "the help." Perhaps it will be necessary for a keeper to accompany "the help" during the distribution of food to prevent biased work by the prisoners.

(6) Coffee and tea should be better prepared, and a way provided for the prisoner to fix his own sweetening.

(7) A change in the system of visiting along the lines suggested would make it possible to introduce a number of other changes that would make for better conditions. The rearrangement of officers' hours would materially aid in that; so, for example, it would be possible to allow prisoners to eat outside of their cells in some temporary dining-room or corridor. This would involve a change of schedule also, but there is no really good reason why prisoners should eat as early as 11:45, and, except for the present system of employees' hours, there is no reason why supper should be taken as early as 4 o'clock; so that any changes, implied by allowing prisoners to eat in a dining-room or corridor, would not be fatal to prison discipline.

Under the figment of the presumption of innocence the poor prisoner is burdened with expenditures which he is incapable of meeting. For example, hair-cut and shave are not, within the prison administrative system, provided

for. There is no reason why it should not be made part of the function of "the help."

(8) Shaving and hair-cutting should be provided for. Prisoners should not, because presumably innocent, be deprived of the benefits that the sentenced convict enjoys of presentability.

(9) The matter of caterer should be looked into. The present apparent overcharges should be eliminated in food, in sale of articles, in obtaining newspapers, etc.

(10) A definite policy should be adopted in reference to the treatment of "dope fiends." While this is more strictly speaking a medical matter, it would affect the administration considerably, because the handling of "dope" is always a source of danger to prisoners and officials also. The introduction of a visitors' room would eliminate the largest element of the "dope" problem.

(11) More matrons are required and a better classification of women prisoners.

#### STATISTICAL.

The form of statistics kept generally depends upon the requirements placed upon an institution. It is practically so in the case of the City Prison. What the central administration of the Department of Correction requires for its meagre annual statements is collected; also what the State Commission of Prisons requires for its annual report. These records appear inadequate, clumsy, with an amount of duplication that certainly does not make up for the extent of insufficiency. It is recommended:

(1) That a card index be kept at the receiving desk of all those actually in the prison at any given time. Each card should bear whatever information is necessary for the care and preparation for court of the prisoner. It should state for example his offense, age, state of health on admission, number of charges, etc. On being sent to court his card should be removed from the general file and placed in a separate group kept for prisoners gone to court; similarly for those sent to see counsel. In fact, the removal of any prisoner for any reason from his cell or tier should be indicated by the removal of his card to a separate group labeled for that purpose. This would make it possible to locate any prisoner at any time, and to give a correct census at any time.

(2) A board representing a number of cells, with a mechanical arrangement allowing the insertion of names should be kept at the receiving desk, giving a clear view of the distribution of the population throughout the prison.

The introduction of a card index and census board would considerably modify the present means of preparing prisoners for court. Instead of sending all court sheets through the whole prison so that each keeper can pick out those under his care, the officer at the receiving desk, now freed of the duty of caring for the cumbersome prison register, could, from his card index and his census board, make out the exact list of prisoners for court from each tier and send such list to the respective keepers of those tiers. Other simplifications would also follow such innovation at the receiving desk.

(3) The prison register should be kept in the general office only, and the transcription of personal information from the commitment, and the information stamped on back of the commitment, should be made in the register in the general office.

(4) A cumulative permanent record should be kept of the number of daily admissions, subdivided as to the court they are chargeable to, color, sex, etc.

5. A permanent record of the daily census similarly subdivided (and containing statement of hospital cases and observation cases) instead of the present subdivision, should be kept.

6. A permanent record of the daily transfers and discharges should be kept.

7. An entirely separate prison register should be kept for prisoners serving sentence, whether committed directly to the City Prison or transferred from the Workhouse. The function of the City Prison as a detention house and as a prison for persons serving sentence should be held separate and distinct.

It would probably be beyond the scope of the present recommendations to ask for a scientific utilization of the immense amount of criminological data naturally accumulating in the records, and especially in the prison register. This is a task that would have to be taken up by the Department of Correction as a whole. Even more beyond the present scope would it be to suggest the introduction of

the European system of supplying the possibility of employment to prisoners even while awaiting trial, so that they would not be forced to spend hours, days, weeks, many of them months, in complete idleness. Also, it would be premature to suggest what fundamental modifications in structure and administration should be introduced into a new and an enlarged City Prison. All these await a more propitious time in the future.

#### PROGRESS DURING THE YEAR.

The following are the chief items in the improvement of conditions in the City Prison:

1. A new set of records was introduced by the commissioners of accounts and has been working very satisfactorily since approximately the middle of February, 1914. This method has been referred to elsewhere in reference to the whole Department of Correction.

2. By orders of the Commissioner of Correction, no more food is allowed to come in from the outside. All purchases of additional food by court prisoners must be made from a caterer within the prison. Clothing alone may now be brought in.

3. Additional clerks have been supplied, so that the work of record-keeping is now done more expeditiously.

4. The dietary has been entirely reorganized. The same dietary now applies to all institutions in the Department of Correction.

5. Plans have been prepared for the erection of a hospital for the Tombs, and for the supplying of proper accommodations for visitors, on the double-screen style.

6. The location of the desk for the reception of prisoners' clothing has been changed to great advantage.

#### CITY PRISON, BROOKLYN (Raymond Street Jail).

The capacity of this prison is:

Male adults.....	350	cells
Male minors.....	50	"
Females.....	50	"
(Female minors can be kept in separate tier. There is a dormitory for male adults accommodating approximately 30 prisoners.)		

The warden is John Hayes.

The City Prison in Brooklyn is the only institution for the detention of prisoners, during court action, for that borough, which is coterminous with Kings County. All prisoners from the district magistrates' courts, as well as from the county and supreme courts of Kings County are confined in this prison. The annual number of admissions has therefore been larger in this institution than in any other detention prison in the city, although the average population of the prison is considerably below that of the City Prison of Manhattan.

*Male prison.*—The male prison is a rectangular building, about 180 feet long by 75 feet wide, built of brick, cement and steel. The building contains two cellblocks, running parallel with each other. They are four tiers high, thus making eight galleries per block, or sixteen galleries for the total. There are twenty-five cells for each gallery, making a total of four hundred cells. Natural light and ventilation are received from large windows in the outside wall, running practically the full height of the wall, and from three large skylights, placed in the center, giving light to the central corridor separating the two cellblocks. The corridors separating the cellblocks from each other and from the outside walls are sufficiently wide on the first floor, but on the upper tiers they are reduced to narrow galleries, just wide enough to give access to the cells. A considerable space between the top of the cellblocks and roof further enhances the possibilities for good ventilation. The artificial light and heat are satisfactory.

There is no utility corridor between the cells, which are arranged back to back. The cell doors consist of vertical bars, but are too narrow to give sufficient light and ventilation to the cells. The thickness of the brick wall composing the front of the cells aggravates this condition still further. Each cell is equipped with a hanging bed, toilet and washstand, electric light, wooden bench, a basin and a cup. The bedding consists of two blankets, one pillow and one pillow case. They are washed once every week. All cells are said to be fumigated after each occupancy.

On each gallery there are three shower-baths in a shower compartment at the end of the gallery. This provides forty-eight showers in sixteen shower compartments for the whole male prison. In this respect probably this prison is the best equipped among the city institutions.

Prisoners under observation, or placed under punishment, are kept in the cells on the first tier. Two of these are padded, and several of them semi-dark. No adequate observation, especially of insane

prisoners, can be exercised under these conditions. There must be sufficient requirement for such observation to justify supplying a psychopathic ward, in addition to necessary hospital facilities, which are also lacking. It is said that no prisoner is allowed to remain in a dark cell more than twenty-four hours. For the purpose of further punishment, when necessary, prisoners are deprived of visits from their friends and other privileges.

*Female prison.*—The female prison is situated in part of the administration building, at right angles to the male prison, and facing Raymond Street. It is approximately 70 feet long, and consists of three tiers on three different floors, communicating by means of a stairway, but otherwise constituting practically separate units. Each tier consists of two parts, separated by a corridor, which contains a shower compartment. Each of these parts consists of two rows of cells, five in a row, separated from each other by a central corridor and from the outside walls by a utility corridor. The cell walls facing the central corridor are solid, and are separated from the outside corridors only by vertical bars. There is a window in the corresponding outside wall and giving direct light to each cell. The cells are equipped with the usual lever-locking device, making it possible to open them simultaneously, or one at a time. The total number of cells in the female prison is sixty. The record of the prison shows that at no time has it been necessary to double-up in them.

Up to the present year there has always been a considerable number of unused cells in this prison, because the number of prisoners has always been considerably less than capacity. During the past year however the census has been steadily increasing in this, as well as in other penal institutions of the city.

The census in the male prison is now, at the end of 1914, approaching its limit of capacity, and doubling-up may have to be resorted to. That would be particularly unfortunate because the cells are not only too small, but their light and ventilation are unsatisfactory.

Because of the peculiar construction in this prison, with a double cellblock in one cellhouse, certain galleries never receive direct sunlight, but the ventilation in the corridors and the cellhouse in general is good. Classification of prisoners is possible only to a limited extent. It is very difficult to maintain the segregation of the classified groups.

The following is the distribution of prisoners in the male prison:

*North cellblock, facing wall:*

First and second tiers .....	Boys.
Third tier .....	Federal and special sessions prisoners.
Fourth tier .....	Drug addicts.

*North cellblock, facing center:*

First tier .....	Observation.
Second tier .....	Felons.
Third tier .....	Felons.
Fourth tier .....	Isolation of syphilis, gonorrhea and tuberculosis.

*South cellblock, facing wall:*

First tier .....	" Help."
Second tier .....	Homicide cases.
Third tier .....	Magistrates' cases.
Fourth tier .....	" Help."

*South cellblock, facing center:*

First tier .....	Observation, punishment cells, etc.
Second tier .....	Felons.
Third tier .....	Magistrates' cases.
Fourth tier .....	Those charged with intoxication; held for investigation.

The boys exercise separately. All court prisoners exercise in the central corridor. Exercise takes place daily from seven to eight a. m. in the corridor. From eight-thirty to nine-thirty, weather permitting, exercise is maintained in the yard for men, in the corridors for women. Between ten and eleven-thirty, visitors are admitted, during which period no exercise is allowed. From one to two p. m. exercise in the yard for women, weather permitting. Two-thirty to three-thirty, exercise in the corridor for men. All are locked in at five and the lights in the cells are turned out at nine.

The cleanliness of the prison as a whole, including the kitchen corridors, offices, etc., is generally excellent. Individual cells are occasionally unsatisfactory, chiefly as a result of dirty prisoners. The prison provides its own steam heat and electricity, and part of the grounds are occupied by stables and garage for the van service necessary to transfer the large number of prisoners from the thirteen courts to the prison and back.

Religious services are held every Sunday, and on Tuesdays and Wednesdays. Both Catholic and Protestant chaplains are employed. There is no Jewish chaplain.

## RECOMMENDATIONS MADE.

1. Facilities for proper treatment and observation of those suspected of insanity should be provided.
2. Hospital accommodations should be provided, either within the prison, or by the designation of a prison ward in some nearby hospital.

3. A drug room should be equipped. The present facilities for the storage of drugs are disgraceful and dangerous, both because they are too easily accessible and because they are in a dark corner under a stairway, where it is easy to confuse medicaments and thus possibly endanger the lives of the prisoners. A proper medical examining room should be supplied.

4. An apothecary should be added to the staff of the prison, in order to secure reliable execution of the physicians' orders.

5. Visiting booths should be constructed on the double-screen style, so as to avoid direct contact between prisoners and their visitors.

6. The number of keepers should be increased, first, for the sake of security, the number now being insufficient, even for that purpose, and secondly, for the reduction of the hours of keepers.

7. The interior of the prison should be repainted a light and cheerful color.

8. The temporary pens for the reception of new prisoners, and particularly for those returning from court, should be enlarged to at least twice their present size. They now are a serious danger to the health of prisoners and to good order.

## PROGRESS MADE.

1. The dietary has been considerably improved by the substitution of the new dietary, which is the same as that for other institutions of the department.

2. Records have also been changed along the same lines as in the other institutions.

3. A keepers' dining-room and a room for the physicians' use were constructed in the basement, each with a skylight.

4. The receiving desk for the reception of new male prisoners was transferred to the other end of the cellhouse; this has meant some improvement in the administration.

## CITY PRISON, QUEENS.

The capacity of this prison is:

Adult males .....	140 cells
No special provision for minor males.	
Adult females .....	70 cells
No special provision for minor females.	

The warden is Henry O. Schleth.

The City Prison of Queens consists of two buildings, one of which contains the male prison and the other the female prison on its upper floors, and the administrative sections on the lower floors.

The male prison consists of a cellhouse of brick and concrete, in which two cellblocks of steel, five tiers high, are so arranged that the entrance is gained from a central corridor, while all the light and ventilation for the cells comes from side corridors facing the outside walls.

The cell walls facing this central corridor are solid, so that prisoners in opposite cells cannot see each other. The cell walls facing the outside wall consist of vertical bars, so constructed as to give free access to light and air. All but the floors of the cells and of the corridors are steel. The galleries giving access to the cells on the upper tiers are very narrow, and are continuous around the inside of the whole central corridor. The outside corridors separating the cells from the outside walls are also narrow (not more than three feet wide), but these serve only for purposes of inspection by officers, whereas the galleries in the central corridor are used for the prisoners to exercise in.

Each tier of cells consists of twenty-eight cells, divided into four sections of seven cells each, two such sections being on each side of the central corridor. This division would allow for a certain amount of segregation in accordance with proper classification, were it not for the fact that the whole cell house opens to this central corridor which runs the full height of the building, thus making practically unlimited communication possible.

Each cell is equipped with two hanging beds, and the usual bed clothing consisting of blankets, pillows, sheets and pillow cases, a toilet, a wash bowl and cups.

The whole locking system in the prison has been badly out of order throughout the year and the plumbing of the cells has also been unsatisfactory, especially in the female department.

Natural light for the central corridor is obtained in satisfactory amount from the skylight and, on the side corridors, from the windows in the side walls. The artificial light in the central corridor is satisfactory, but the lights for the individual cells are placed in the side corridors and vary in number from tier to tier; on some tiers they are sufficient, on others not. Both gas and electricity are used.

The whole cellblock, and particularly the bars protecting the galleries, give a distinct impression of sagging. Apparently it is not yet dangerous. The roof of the cellhouse is insecure, the material being frayed and antiquated.

The male prison is separated from the female prison by a space within the building, the several floors of which are occupied by rooms used as counsel room, as sewing-room for the women, store rooms, etc. The female prison proper occupies three floors, with a tier of twenty-four cells on each floor. The cells on each tier are separated into four sections by a dividing corridor running crosswise, and by the utility corridor separating cells arranged back to back.

In respect to light, ventilation and possibilities of classification, this arrangement is satisfactory. Each cell is equipped with two beds and the usual bedding, a toilet, wash basin, and cups.

The population of this prison has very seriously increased during the past year, both by the growth of commitments from Queens, and by transfer from other prisons in the Department of Correction. This has been true both of the male and female population, but particularly of the latter. With the discontinuance of the female department in the penitentiary on Blackwell's Island, all the women there, without exception, were transferred to the City Prison in Queens. This institution now holds, therefore, in addition to the women awaiting court action in Queens, also all women sentenced to the Penitentiary and a number of women transferred from the Workhouse; practically all of the seventy-odd cells of the female department are doubled-up and a usual census of approximately one hundred and forty is maintained.

The male prison is fast approaching its final limit of capacity, and the total population will reach perhaps four hundred during the next year, as compared with an average of below two hundred for 1913.

There is a spacious jail yard for exercise, used both for men and women prisoners, although for the men it is somewhat dangerous because of the insufficient height of the wall.

There is not sufficient work to keep all prisoners busy. This is particularly true for the women. Sewing, begun during the past year under leadership of the sewing teacher obtained by the Commissioner of Correction, gives insufficient relief. Sewing is carried on principally during the afternoon. The cleaning of the cells and of the other parts of the prison, some laundry work for the institution, and repair of clothing, occupy the morning hours.

The laundry facilities are insufficient, and it is planned to get some other institution in the department to take over the heavier laundry work as soon as practicable. All prisoners receive clean towels daily.

Considerable improvement is necessary in order to bring this prison up to a standard. Considerable appropriations have been asked for during the past few years for such improvements, but no substantial sum has as yet been granted.

## RECOMMENDATIONS MADE.

1. A larger kitchen, dining-room for officers, storeroom and laundry should be supplied.
2. A metal ceiling in the dining-room should be installed.
3. The walls of the jail yard should be increased in height so as to make it possible and safe to give the grand jury prisoners daily outdoor exercise, which it is impossible to do at present.
4. A visiting booth, for which appropriations are to be asked, should be built.
5. Another important respect in which this prison needs improvement is in the number of officers. The present number is entirely insufficient for the population of over 200. There should be at least one head keeper added for day service, and one deputy warden, to be responsible for the night duty. It is also suggested by the warden that a steward and additional cook are necessary.

The distribution of these officers at present is as follows:

Keepers during the day:

- One officer at the gate.
- One officer at the receiving desk.
- One officer on the flats.
- One officer in the pit.
- One officer for the fourth and fifth tiers, one officer in charge of the general food supply, and general supervision and maintenance.

There are no officers for the yard, and no extra officers for appearing on writs, and other court or extraordinary duties.

The night force consists of four officers, of whom

- One is on duty at the desk.
- One is on duty on the first and second tiers.
- One is on duty on the third and fifth tiers.
- One is off duty, which makes only three on duty.

Of the day men one is off duty every second Sunday, and sometimes two are on vacation. The insufficiency of the force is evident.

The distribution of the five women officers on day duty is as follows:

- One for each tier, making a total of three.
  - One in charge.
  - One supervising the cleaning and work in general.
- At night there is one on each tier, making a total of three.

6. Time clocks should be installed to control the night officers. These clocks should be stationary and arranged at different parts of the prison.

7. A matron's dressing-room and bathroom should be provided for, in the newly planned additions to the building.

8. The women should be required to arrange their bedding in a uniform way. This will also prevent lounging on beds during the day. This would be of advantage not only in promoting order but in keeping the inmates in good health and enabling them to sleep at night.

9. The removal of the civil jail from its present quarters and the utilization of the space thus made available for hospital and chapel, and the fireproofing of the part of the building where this is located, are recommended.

10. A new prison should be provided, to take care of the women prisoners now confined here. Such change should also provide a proper amount of work to keep the women busy.

11. The structure connecting the courthouse with the prison should be torn down. As it stands at present, it is a fire trap and a fire menace to the prison. It also makes it easy to smuggle into the female department contraband material of any kind. It serves absolutely no purpose except as a poor workshop for a few men in the department of the borough president. Tearing down this building would involve no cost, as there will be many willing to do it for the material that can be obtained from it.

12. Transfers of prisoners to and from the courts are still made by the sheriff. Prisoners are handcuffed and marched through the streets, or put on the street cars. This is brutal and humiliating. There is provision in the other boroughs of the city for transferring prisoners in vans run by the Department of Correction. There is no reason why that system should not be introduced here as well.

13. Proper hospital facilities should be provided either in the prison or in a conveniently located hospital nearby. The daily attendance of a physician solves only half the medical problem. There should be proper wards available for treatment and observation of patients.

#### PROGRESS DURING THE YEAR.

1. Practically the whole prison has been repainted a bright, cheerful color, inside and out.

2. New spring cots have been substituted for practically all the lattice-bottom cots hitherto in use.

3. The jail yard was replanted, and excellent concrete walks have been laid down. All the above work was done by the prisoners, with practically no expense other than material required.

4. The prisoners are now fed in the central corridor on the first tier instead of in the cells. Convicted prisoners are seated in one half of this corridor, while court prisoners occupy the other half. This is an innovation started this year as an experiment, and has proved a success.

5. A new record system has been installed in this, as in other prisons of the department.

6. The dietary has been improved along the lines of improvement for the whole Department.

7. The new shower compartments on the first tier have been completed and are now used instead of the disgraceful old shower at the entrance to the prison, which was used for many years.

8. Great improvement has taken place in the way the women keep their cells.

#### SECOND DISTRICT PRISON.

(JEFFERSON MARKET PRISON.)

The capacity of this prison is:

Adult males.....	30	cells
Adult females.....	60	"
Dormitory capacity.....	18	"
"Ten-day house" — indefinite capacity, anywhere from 10 to 40.		
No separate provision for minor males.		

The Second District Prison is situated on Tenth Street near Sixth Avenue, adjoining the second district magistrate's court, and serves as detention prison for that court and for the night court for women; also for the housing of prisoners remanded by the magistrate of the third district court, with which no prison is connected.

The ground floor of the prison contains the administrative offices and a passageway leading to the court in one part, and the "ten-day house" and dormitory for the "help" in another part. The rest of the prison consists practically of two sections, separated by the stairway. One section contains the cellblock and the other successive floors, a counsel room, keepers' room and matron's room. In one of these there is a mezzanine floor which serves for storage purposes and for the caterer's kitchen.

The cellblock consists of six tiers, completely divided into two sections—one of two tiers, and one of four tiers. Each tier consists of fifteen cells. The two-tier section, with a total capacity of thirty cells, is used as the male prison. One cell out of the thirty is used as a storeroom and another as a shower compartment, leaving twenty-eight cells for sleeping purposes. Cells are arranged back-to-back with no utility corridor between them.

The light and ventilation for the corridors separating the cellblock from the outside walls comes from large windows, and is sufficient for the corridor but does not adequately supply the cells. The cellblock proper is of brick construction and the cell walls are approximately one foot thick. The cells are 8 feet by 5 feet 5 inches by 8 feet 7 inches. The small size of the opening for the door and the thickness of the walls prevent proper ventilation and lighting.

Each cell is equipped with a toilet, washbasin and two small ventilators that do not, however, work very well. The paint is somewhat too dark.

There is only one cot in each cell, placed on the floor. Ordinarily two persons occupy a cell, so that it is necessary either for both to occupy the same narrow cot or for one to sleep on the floor. In either case the consequences are vicious and disgraceful. Sufficient bedding is provided. Clean towels are given each prisoner daily.

Four tiers of cells constitute the female prison and are in every respect similar to those of the male prison. The uppermost tier is, because of the Gothic construction of the windows, too dark. Unlike the male department, the galleries leading to the upper tiers of the female department are screened with vertical bars. The equipment of the cells is the same as in the male department.

Three tiers on one side are devoted to colored prisoners; one tier

for minors, one tier for the "help" (of whom there are generally twelve), one tier for girls to be transferred to Bedford, one of the lowest tiers for women intoxicated or for cases about to go to court.

A more detailed description of other parts of the prison will be found in the Annual Report of the Prison Association of 1913.

The same overcrowding that is found in other institutions of the Department works havoc in this prison also, particularly in the male department, where the number of prisoners is almost always greater than the capacity of the cells. The existence of a dormitory for the "help" and a separate "ten-day house" is not sufficient to eliminate this overcrowding.

Little or no change has been made in this prison since the beginning of the year, and practically all of the recommendations made last year still are valid. It is to the credit of the management that they have been able to keep the prison as clean and wholesome as they have under existing conditions. The only progress to report is the introduction of the new dietary and of the new record system, which covers the whole Department.

After the privilege of bringing in food from outside was cancelled by order of the Commissioner of Correction, a caterer was allowed the use of the kitchenette and has been supplying prisoners with extra food. His prices have, however, been somewhat too high.

#### RECOMMENDATIONS MADE.

1. The kitchen should be removed from the cellar. There is plenty of room with much light in the attic for a model kitchen.

2. The elevator, now used as freight elevator and run by steam, should be overhauled and made into a combination of freight and passenger elevator, to be used especially for the purposes of the kitchen, and should be operated by electricity.

3. The laundry also should be transferred to the attic and all prisoners in the attic should then be under constant supervision.

4. The officers' dining-room should also be transferred.

5. A new floor with satisfactory drainage should be laid in the cellar.

6. A cook should be employed. A population of approximately 100 justifies such employment.

7. The laundry facilities should be increased.

8. Cots should be attached to the wall on hinges, similar to the cots in the City Prison. This would make possible doubling-up in the cells, where necessary, in a more decent manner than is now the case, when two men are forced to sleep on a small two-foot cot, unless one agrees to sleep on the stone floor.

9. Greater care should be taken to supervise prisoners in the basement where both male and female prisoners are confined.

10. A new coat of paint should be applied to the whole prison.

#### THIRD DISTRICT PEN, MANHATTAN.

There is no prison connected with the magistrate's court of the third district, Manhattan. Prisoners remanded by this court overnight are transferred to the second district, or Jefferson Market Prison. This is one of the busiest courts in the city, so that the small size and otherwise inadequate features of the temporary pen at this court have been more troublesome than in any of the other pens in the city. There are three sections in the pen, two under the jurisdiction of the court attendants, and one under the jurisdiction of the Department of Correction. One pen under each jurisdiction is used by men and one pen for women is used in common.

Each pen is supplied with a toilet and washbasin with running water. These, however, are often out of order. The pens are separated from each other by wooden partitions. The several windows affording light and ventilation are insecurely protected by metal bars. The walls separating the pens from the judges' chambers, and from the stairway which gives access to the large courtroom, are of plaster and lathes. It is a wonder that there are not a large number of escapes. One successful escape took place last year. A prisoner scraped the plaster and broke the lathes separating the pen from the judges' chambers and thus made his escape.

The male pen under the jurisdiction of the Department of Correction has been enlarged to double its size during the past year. It was formerly approximately 10 feet square. The number of people occupying these pens varies from one to thirty or even forty. The unsatisfactory nature of these pens can hardly be exaggerated. The only excuse for their existence is that a new prison and courthouse to give accommodations to the third district court and prison is to be erected in the near future.



## FOURTH DISTRICT PRISON (57th Street)

The capacity of this prison is:

*For sleeping purposes:*

Male adults, 9 cells, with 2 cots each — 18 cots.....	
Male adults, 7 cells, with 4 cots each — 28 cots.....	46 cots
Dormitory, with capacity for six persons.....	

*Not used for sleeping purposes:*

Five single cells, two double cells.  
 No separate provision for male minors.  
 Females: One large room, with bath, toilet, and washroom, used only during the day, not for sleeping purposes.

The Fourth District Prison is situated in 57th Street, between Third and Lexington Avenues, directly adjacent to the Fourth District Court. It receives its prisoners from the Fourth District Magistrate's Court, from the Domestic Relations' Court and from the Men's Night Court, all situated in the same court building close by. The prison itself is probably the oldest detention prison in the city. It is constructed on the pit plan. Three tiers of cells face a corridor, from which access is gained to all cells. The natural light is very poor, both in corridor and in the cells. Ventilation is good. Each cell has an outside window, varying in size from 9 by 18 inches to 12 by 24 inches. The double cells have two such windows. A complete list of the cells, and more detailed description of the prison as a whole, can be found in the annual report of the Prison Association for 1913.

The first tier is used for temporary detention only. For sleeping purposes, all prisoners are transferred to the second and third tiers, unless the overcrowding is so great that there is no room above, in which case prisoners have to sleep on the wooden benches, with which the first tier cells are supplied in place of cots. Each cell is supplied with a toilet and wash basin, and the sleeping cells with the necessary bedding. All heat for the cells comes from the corridor or pit, which is heated by two coal stoves, one at each end. The women are not kept over night; they are transferred, instead, to the Seventh District Prison in 53rd Street. The large room for their temporary detention is satisfactory. A matron is on duty during the day. The dormitory for housing the help is well lighted and ventilated. Access to the pit is gained through the administrative office.

The population at this prison is probably less stable than that in any other in the Department. There is a constant flux, in and out, in connection with the Domestic Relations' Court and the Men's

Night Court. The number of prisoners passing through this prison daily is several times the census at any given time. This makes it a difficult prison to administer and keep clean. Great credit is therefore due to the officials and particularly to Mr. D. Lynch, the keeper in charge, for the excellent condition of cleanliness and order that is always found to prevail at this prison.

## RECOMMENDATIONS MADE.

1. This prison is entirely too small for its purposes and is out of date and unmodern in construction. The only recommendation that can be made is, that a new prison, with a considerably increased capacity, should be substituted for it.
2. Until such time as that is done however, steam heat should be introduced.
3. The windows in the cells should be increased in size.

## PROGRESS DURING THE YEAR.

Outside of the new dietary and the new record system, there has been no change of any kind. The prohibition against the introduction of food from the outside was not extended to this prison.

## FIFTH DISTRICT PRISON.

(Harlem Prison, Cor. Sylvan Place and 121st Street.)

The capacity of this prison is:

Male adults.....	24 cells
Male adults' dormitory.....	8 beds
Male adults' two "ten-day houses" — capacity indefinite.....	
Female adults.....	14 cells
No special provision for minors.	

The Fifth District Prison is adjacent to the Fifth District Court and receives its prisoners chiefly from there; also, prisoners from the Sixth and Eighth District Magistrates' Courts are transferred here over night, as there is no prison connected with those district courts.

The general scheme of the building is very similar to that of the Second District Prison. There are, in a general way, the same two divisions, one containing the "ten-day houses," keepers' and matrons' offices and dormitory for the "help." The other section contains the cellblock. The administrative offices are on the ground floor under the cellblock.

In the Second District Prison, the vans delivering prisoners drive into a courtyard within the prison grounds to deliver their prisoners. At the Harlem Prison, there is no courtyard but a large room with a sufficiently large gate to admit a van, situated on a level with the street.

The cellblock is five tiers high. Three of the tiers, completely separated from the other two, are used as the male prison, and the other two tiers are used for women. The individual tiers of this prison are the smallest of their kind in the city. There are but four cells to a side, or a total of eight cells to a tier. This gives a total capacity for male prisoners, of 24 cells; for female prisoners, of 16 cells. Of the latter, one is used as a shower compartment and one as a storage room for clothes, leaving only fourteen cells available for use. The bathing facilities for the men are in the basement, so that all 24 cells may be used. Other details as to further items in the plan may be obtained from the annual report of the Prison Association for 1913. The daily census is generally between forty and fifty men, and between six and eight women.

The kitchen, laundry, pantry and general storeroom are contained in the basement. In practically all other respects this prison is very much like the Second District Prison. Practically at all times the inspector has found the prison to be in a perfectly clean condition. During one period, while a new steam-heating system was being introduced, the conditions were not quite up to the standard, but that was directly attributable to the alterations.

The female help employed in the basement is under constant supervision of a matron.

#### PROGRESS DURING YEAR.

1. The innovations that have been indicated for the whole department, namely, the improvement of the dietary and of the system of records, have occurred here also.

2. The steam fitting has been renewed and is to be followed by a repainting of the whole prison.

3. An additional clerk has been employed to help out on the records.

4. The office has been widened by removing to a point nearer the entrance the steel gate separating it from the lobby or entrance hall.

#### RECOMMENDATIONS MADE.

1. Concrete floors should be substituted for all wooden floors.

2. Drainage should be installed for the floors of both male and female departments of the prison.

3. A new pump to supply the water in the tank is needed because the one now used is said to be insufficient.

4. A cook should be regularly employed for the preparation of food both for the purpose of assuring uniform quality and for the avoidance of "graft" by collusion between the inmate and the "help." Inmate cooks prepare the food at present in all district prisons.

5. A special caterer system in a modified form should be introduced so as to make it possible to keep out food bought on the outside.

6. The screen system for visitors should be introduced.

#### SIXTH DISTRICT PEN, MANHATTAN.

The pens serving for the detention of prisoners arraigned before the magistrate of the Sixth District are situated in the basement of the courthouse, bounded by Washington Avenue, Brook Avenue and 162nd Street.

Since the opening of the Bronx County Jail, prisoners held for trial, or for the grand jury, are no longer transferred to the Harlem Prison, but to the Bronx County Jail across the street. Others are still transferred to the Harlem Prison.

There are two pens in the basement of the court building. One of them is used as police pen prior to the arraignment of prisoners in the court, the other as prison pen under the administration of the Department of Correction. The two are separated from each other by a steel partition. They occupy half of the room; in the other half there are the desk of the prison keeper, the finger-printing outfit and the entrances to the court and to the compliant room respectively.

There is no floor drain; excessive dampness, due to high tides, is claimed to exist, because the pen is placed immediately over a sewer. In addition, the plumbing trap in the floor was at one inspection found to be broken, and to have accumulated dirt of all kinds. The windows are so placed that it is possible to throw in objects of reasonable size from the outside. The watchfulness of the keeper at best is insufficient to guard against this.

There is a toilet in each pen; the light is very poor, the gas has to be burned all day, and there does not seem to be sufficient pressure even for an ordinary light; the heat is inadequate.

The procedure at this pen is as follows: The arresting officer brings his prisoner and places him in the police pen. When his turn comes he takes the prisoner to the complaint room, makes his complaint and returns the prisoner to the police pen. Again, when his turn comes, he takes his prisoner to the court, through another stairway, comes down again to have the finger print taken and looked up, goes up again with his prisoner to court for sentence or other disposition, and then, if the prisoner is remanded, he hands him over to the prison keeper, who then takes full charge of him and places him in the prison pen, thence to be removed to the district prison by the van calling at 4 p. m. Female prisoners are allowed to sit on a bench or chair in the office, there being no female pen. The office itself is protected by an iron gate to the exit so that the danger of escape is small.

No segregation is at all possible. At one inspection it was found that in the same pen with others, there was one prisoner 17 years of age; two others gave ages of 21, but looked younger. Two were seriously intoxicated.

There are three prison keepers for this and for the new Bronx district pen of the eighth district and Bronx Domestic Relations' Courts situated in 181st Street. Generally, however, there is only one keeper on duty at each of these pens. In contrast to the custom in the district prisons, these keepers do not receive their one meal daily; their hours are from 7:30 a. m. to 4 p. m. or such time as the court closes; they have one day a week off. The plan and arrangement of prison pens, even if they were in other physical respects satisfactory, are not in accord with modern penology. The standard should distinctly be changed and a new criterion adopted for pens, if pens must be.

#### RECOMMENDATIONS MADE.

1. The whole pen system should be abolished and individual cells provided similar to those planned for the new prisons to be built for the Department.
2. Removal, if possible, of the pen from the basement, because of dampness, the bad light which necessitates using gas, and other reasons.
3. As long as the pen remains there should be installed a floor drain.
4. The plumbing trap should be fixed.
5. White paint should be applied as far as possible.
6. Electric light should be installed instead of gas.

7. 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 which is blown in by the wind.

#### SEVENTH DISTRICT PRISON.

(West Side Prison, 53rd Street, between Eighth and Ninth Avenues.)

The capacity of the prison is:

Adult males.....	23 cells
Male dormitory.....	Capacity, 11 beds
"Ten-day house".....	Capacity indefinite
Adult females.....	15 cells

(No separate provision for minors).

The rear of this prison adjoins the Seventh District Magistrate's Court. The general plan of construction is similar to that of the Second and Fifth District Prisons. One section contains the "ten-day house," the counsel room and dormitory for the "help." The other section contains the cellblock consisting of five tiers of cells, two of them completely separated from the others, used for women, and the other three tiers for men.

There are eight cells to a tier, four on each side, making a total of sixteen for the women and twenty-four for the men; deducting the cell transformed into a shower compartment, this leaves fifteen cells for women and twenty-three for the men. Equipment of the cells is as that described for the other prisons. Further details are given in the Annual Report of the Prison Association for 1913.

There is a considerable yard in this prison, which, however, is not used for exercising prisoners. The prison van unloads its prisoners in this yard. The kitchen, laundry, storehouse, coal bin, etc., are situated in the basement and are not satisfactory. There is insufficient light, and the cleanliness in most cases has been found unsatisfactory in the basement, while the prison proper on the upper floors was in a perfectly clean condition.

One of the most serious evils of this prison, up to last year, was the condition of the stairway, which was very poorly lighted and so constructed as to place keepers going up and down in jeopardy of attack by prisoners. This condition has been almost wholly remedied by breaking through the wall on one side of the stairway, where it faces the office, and substituting vertical bars in its place.

A similar improvement in the wall separating the prison building from the street has made possible the access of light and air to the administrative office.

The population of this prison generally averages about fifty.

#### PROGRESS DURING THE YEAR.

1. The improved dietary and record system, as for the whole Department.
2. The structural improvement of the staircase and front wall, referred to above.
3. The installation of electric lights throughout the building in place of the gas that had theretofore been used.

#### RECOMMENDATIONS MADE.

1. Of all the district prisons, this one is probably most unsatisfactory. A very radical change would have to be made in order to bring this prison up to a modern standard.

#### EIGHTH DISTRICT PEN, NEW YORK CITY.

The pen serving as a place of temporary detention during the sessions of the Eighth District Magistrate's Court and the Domestic Relations' Court for the County of the Bronx, is situated on the ground floor of the court building. It is used from about 7:30 a. m. until 4 p. m., or whatever time the court adjourns. The prisoners are not retained over night but are transferred to the Harlem District Prison. The court building is new, in fact not quite completed; but the pen, one courtroom, the clerk's room, etc., have been in use for some months past.

The plan of the building for the purposes of the magistrate's court and pen is very faulty. Parallel to the main entrance on the ground floor there is a wide long room, running through more than half the depth of the building and used merely as an approach to the pen; otherwise it is wasted space. Back of this, and occupying the back part of the ground floor of the building, the pens are situated. The building here is somewhat over 38 feet wide. The pens proper are about 10 feet deep, giving a total pen area of about 38 feet x 10 feet. This is divided in two parts, one-half being occupied by the police pen and the other part by the prison pen. This gives approximately 10 feet x 20 feet for each. There are three windows, two of them small and one of them with darkened glass,

giving insufficient light. In addition, of course, they receive light from the immense unused space through which the pens are reached. The part of this unused space near the pens is shut off by bars from the rest of the room.

The prison pen itself is divided in two parts, a larger part for male, a smaller for female; they are separated by a steel partition, and there is a toilet in each. The prison keeper has a desk in a little niche opposite his pens. The police pen has no toilet. The larger part of the police pen cannot be used because there protrudes through the floor for about  $\frac{1}{2}$  feet in height and for 8 feet by 12 feet of its area the upper part of an exit from a moving picture theater built close to the court. That leaves practically a space 8 feet by 10 feet for the police pen. This is ridiculously small and inadequate.

Practically all of the pen seems to have been built directly on the ground, so that the floor is extremely cold. The steam heat is very inadequate, there being only two radiators for the entire space occupied by the pens and by the wide, useless approach. The cement floor is unfinished.

The stairway, leading from the pens to the courtroom by which prisoners are brought to the court or returned to the pen, is narrow, very steep, and the treads are very narrow. It is a dangerous stairway.

The finger-printing room and complaint room are so located that the prisoners have to be taken through the public hallway to and from them.

As a whole the pens are thoroughly unsatisfactory.

#### RECOMMENDATION MADE.

The accommodations for the prisoners detained during court action in this building should be entirely remodeled and considerably increased.

#### NEW YORK COUNTY PENITENTIARY (Blackwells Island).

The warden is Patrick Hayes.

The capacity of this penitentiary is 1104 cells.

The New York County Penitentiary is a consolidation of the New York and Kings County Penitentiaries, the latter of which was abolished less than a decade ago, and all laws relating to it were made applicable to the New York County Penitentiary. The

prisoners may now be sent to this institution for either misdemeanors or felonies, and for any length of time less than a life sentence. The custom, has been, up to recently, to send no prisoners with a maximum of more than one year and \$1,000 fine. During the past year, however, several sentences of inmates committed to this penitentiary have been for between four and five years for definite terms and between two and five years for indefinite terms. The commitment of such long-term men to the penitentiary has been due probably to the agitation for the removal of Sing Sing, which emphasized many of the unsanitary conditions prevailing at Sing Sing, and made it seem preferable to the judges to send men to this penitentiary instead.

As a matter of fact, while sanitary conditions on the whole are better than at Sing Sing, the difference is not very great. In the case of prisoners sentenced on indefinite terms, some difficulty arose, in that there was no authority to parole such prisoners at the end of their minimum, since the parole law for first offenders gives power to the Board of Parole to discharge prisoners from State prisons only. A good deal of difficulty was experienced in obtaining release for a few of these prisoners with indefinite terms. The Penitentiary consists of the cellhouse, several buildings containing the kitchen, power-house, messhall, officers' quarters, and officers' dining-room, store house, etc., the industrial building containing the shops, a number of buildings, and shacks used for various purposes, and at some distance from this main group of buildings, the quarry and stone shed. There are no walls enclosing the grounds. This fact, while apparently making for more freedom, is, as a matter of fact, a hindrance to freedom, in that the security of the walls would make liberties possible that without walls are deemed hazardous. On the same island are situated a number of other institutions. In close proximity to the south of the Penitentiary is situated the City Hospital, constituting part of the Department of Public Charities. To the north of the quarry and farm of the Penitentiary, immediately adjoining these, are the buildings composing the home for the aged and infirm of the city of New York, and also under the Department of Public Charities. Further north, are the Work-house and the Metropolitan Hospital.

The penitentiary proper consists of the cellhouse and administration building. The cellhouse consists of two original wings, built some four score years ago, and of two cellblocks added later. These wings are on either side of the administration building. The two other cellblocks, built as later additions, extend to the north and to the

west respectively of the older cellblocks; three of these cellblocks run north and south, and one east and west. The two original cellblocks contain 240 and 256 cells respectively. The west extension contains also 240 cells. The northernmost, or latest addition, contains 368 cells. The cells in the original blocks are 3 feet 8 inches by 7 feet 6 inches by 7 feet 6 inches. In other words, four inches wider, eleven inches longer and six inches higher than the cells in Sing Sing built a few years earlier. Besides, they are not subject to the frequent dampness that makes the Sing Sing cells so disastrous to the health of its inmates. The cells of the latest addition are 5 feet 6 inches wide and 8 feet long. The cells in this block therefore would be preferable to the other cells, were it not for the fact that the population always exceeds the capacity of the penitentiary, so that doubling-up is necessitated. This takes place naturally in the bigger cells. During the past year the census of the penitentiary has been increasing so fast that toward the end of the year it was feared that despite the large number of transfers to Hart's and Riker's Islands, and to all prisons in the Department, the smaller cells would also have to be used for doubling-up.

In the Administration Building are situated the offices on the first floor; the hospital, schoolrooms and chapel and some employees' quarters on the floors above. All other buildings of the penitentiary are situated to the west of the cellhouse so that they are not visible when crossing from Manhattan to the penitentiary.

The building containing the mess hall and kitchen adjoins the cellhouse immediately north of the administration building. Two buildings contain storerooms, storage department, the mess hall and kitchen for keepers. Another building close by contains the boiler-room and dynamos. A little north of this group is the bath house, containing the shower compartments. The coal bin, a number of sheds used for various purposes and the place for emptying the cell-buckets are grouped to the north of this set of buildings. The northernmost building contains the industrial shops. There are eight separate shops on the three floors of this industrial building, namely, pitch brush shop, street broom shop, brushes and corn broom shop, shoemaking, printing, tailoring, knitting, painting and bed shops.

This institution is the only one in the Department where industrial work is carried on to any considerable extent. Between \$150,000 and \$200,000 worth of commodities are manufactured annually and sold to other prisons in the Department and to other departments of the city administration.

The Prison Association began late in the year 1913 to make a study of the industries of the Penitentiary, but it was found that with the facilities at the disposal of the new administration which took office on January 1, 1914, the Department was in a position to take this matter up itself.

Both the matter of the industries and that of the discipline of the institution have undergone a number of investigations during the past year, by the Department, by the Grand Jury and by the office of the Commissioner of Accounts; and while a number of unsatisfactory conditions were discovered there was nothing of palpable seriousness that would require any other changes, so far as the industries were concerned, than matters of bookkeeping and supervision. The changes and improvements to be listed below will make some of these points clear.

The organization of the discipline of the penitentiary is entirely along the old lines of repression. It is true that the general caliber of the prisoners is probably considerably lower than that of the inmates of State prisons. The insecurity due to the lack of walls and to the proximity of other institutions and to the fact that there is a constant stream of visitors, officials and patients going to and from the various institutions on Blackwells Island, makes the administrative problem very serious. It is nevertheless a fact that the principle adhered to by the administrative head has been too rigorous and repressive.

A series of riots took place early in the year that resulted in the injury of a number of keepers and prisoners. A number of reasons were given for these riots, but the explanation lay principally simply in the fact that the prisoners understood the effort of the new administration to lessen the repression as an attempt to lessen the authority of the warden. With great skill and tact, the warden, Mr. Hayes, with the co-operation of Commissioner Davis, quelled the riots.

It has been indicated already that the census of the penitentiary has been tremendously increasing during the past year. This necessitated the addition of some ten keepers to the staff, not enough, but at least an improvement. This extraordinary increase, which would cause administrative difficulties in any institution, is even more harmful in an institution like the Penitentiary, where the extension of sleeping accommodations is practically impossible, and where the acquisition of additional needed equipment is such a tedious matter. So, for example, there was not enough crockery for the additional prisoners, no additional work to keep them busy and there was the aftermath of the riots to keep the atmosphere sensitive and overcharged.

Early in the year attempts were made by the Department to procure money to build a hospital and reception house. Plans were prepared and a study made by the Prison Association of the potential hospital population. The salient findings of that study were as follows:

A number of distinct weaknesses of the medical service in the penitentiary were found, namely, to quote:

1. The staff consists of only one physician, and only one hospital helper.
2. The hospital proper consists of two ill-furnished wards, one male and one female (the latter of which is now not used), containing fifteen and twelve beds respectively, and an operating room.
3. No examinations are made of inmates on admission.
4. The medical service is dominated by the warden, and is used largely as an administrative instrument, rather than as a hospital function.
5. The medical service does not function as a regulator of sanitary conditions and methods in the prison.
6. No attempt is made to render the hospital a corrective instrument.
7. Insufficient records are kept.
8. The visiting board consists of approximately the same physicians as the medical board of the Workhouse, and they exercise very much less supervision here than at the Workhouse; take very little interest in the work, and visit the hospital at very much longer intervals, than is consistent with good work.

It was found that there was an average daily hospital population of nine, while approximately double that number should have received hospital care, had a proper service been developed. No adequate medical attention was being given to venereal diseases, tuberculosis and drug addiction. The average number of medical treatments on the sick line were found to have been twenty to twenty-three per day.

The recommendations for the improvement of the service were made as follows:

1. There should be at least one male trained nurse, and preferably also one interne, in addition to the present staff.
  2. There should be a hospital with a capacity for about fifty (more than one-half of which would have to be devoted to the drug addicts). There should be adequate examining and waiting rooms for the purpose of administering treatment in the proper way, instead of its administration in the operating room.
  3. Above all things, every newly admitted prisoner should receive an entrance examination to discover syphilis, gonorrhea, tuberculosis, the dope habit, heart disease, etc. The absence of such medical examination on admission is the worst evil in the medical department of the penitentiary, and constitutes an unpardonable situation.
- The average number of admissions in 1913, barring Sundays, has been between ten and eleven. In the month of May, 1914, it was the same number. There is no reason why a competent physician, who is sincere in his work, cannot make ten physical examinations, administer twenty-three dispensary treatments, and maintain supervision over the hospital and general sanitation. It is true that he needs a trained nurse, and if operations are to be performed and corrective medical work done, also an additional physician; but, even under the present circumstances, there is no excuse for not making medical examinations on admission.
4. The warden should cooperate with, instead of dominate, the medical department.

5. Labor groups of the prison should be made in such a way that isolation at work of the syphilitic prisoners, etc., would be made possible, and that tubercular patients able to work could be given proper outside employment. The only way in which at present the hospital enters into the labor problem is that inmates who are unable to do their work because of temporary illness, are placed in the hospital for safe-keeping.

6. It should be required of the physician to supervise the frequency of distribution of clean linen, the method of distributing and laundering towels, and in general to act as a sanitary officer. He does not perform a shadow of this work at present.

7. The medical department should do extensive corrective work. Under this heading we include dental work, regular inspection by oculists, minor corrective surgery, major surgery, and orthopedic work.

There is no reason why the Penitentiary should be so far behind modern prisons in medical corrective work for its inmates.

8. A uniform system of records, or most any satisfactory system of records, for the medical department is urged. The records at present are entirely unsatisfactory.

(It may not be irrelevant to say here that the Penitentiary, or rather the city of New York, has not yet complied with the law requiring the finger-printing of each prisoner admitted to the Penitentiary and the forwarding of such finger print to the Bureau of Criminal Identification of the Prison Department in Albany.)

#### RECOMMENDATIONS MADE.

The present penitentiary is in every respect **unmodern**. The living accommodations, the industries and other means of occupation, the rigid repressive system of discipline, the lack of educative forces, the lack of possibilities of classification and many other matters precluding a consistent plan of reformation; all these seem to indicate the only possible solution, namely, the removal of the Penitentiary to new quarters (on Hart's Island, according to plans) and the introduction of a new regime more in accordance with modern views of penology. It is useless to go into details in recommendations for this institution, because everything needs improvement, the sanitary aspect, the discipline, the industries, the hours of keepers, their number and average caliber, etc.

#### PROGRESS DURING THE YEAR.

A considerable number of administrative and structural improvements have taken place during the past year.

1. The system of records and the dietary have been changed, as in the other institutions of the Department.

2. The abolition of the stripes has begun and a gray uniform has been introduced to take its place. This change has not yet been completed, but is progressing and within a short time it is expected that stripes will have disappeared.

3. Letter writing and visiting privileges have been increased. Visits are now allowed once in two weeks, instead of monthly.

4. All the women from the women's side of the Penitentiary have been removed to the city prison in Queens, and only enough matrons retained to receive new admissions who must technically be received at the Penitentiary, and only then transferred by the Commissioner to another institution.

5. For the industries, important improvements may be recorded; for example, the capital fund of \$40,000 for running the industries, which was granted in the budget for 1914, became available on the first of that year.

6. A cost-account system for the manufacturers has been introduced by the Secretary of the Department of Correction. There was no such thing in existence up to the past year.

7. A number of shops have been repaired; some to a considerable extent. This has made the shop buildings safer but not larger. The contemplated extension of the shops has not been carried out.

8. An instructor of shoemaking has been employed during part of the year and the position has been made permanent. This means a considerable increase in the efficiency of the shoemaking department.

9. The great improvement in the Penitentiary, namely, the substitution of large modern windows, instead of small, entirely unsatisfactory windows, that had heretofore been the only source of light and ventilation for the cell house, was completed during the past year through the efforts and persistency of Warden Hayes, to whom credit is due for this whole work.

10. One end of the south cellblock was reconstructed, the dark cell's that it contained were removed, and a considerable increase of light and fresh air was obtained.

11. A cross wall in the southernmost cellblock was built, in order to rearrange the method of separating women from men. This would have been a great improvement had the women remained at the Penitentiary. Upon their removal, however, this wall was no longer necessary because the whole cellblock was to be occupied by men.

12. The so-called "dark cells," a series of ordinary cells

in the west cellblock, with considerably diminished opening in the doors, have been painted a blue color. These cells are now said to be used exclusively, the old dark cells having been discontinued by order of the Commissioner.

13. The approach to the entrance of the Penitentiary was changed so as to prevent visitors who came to the Penitentiary from going too close to the prison walls while approaching. This has meant the construction of a splendid piece of concrete pavement work, some filling in and replanting.

14. Considerable work on roads, and the improvement of the electric lighting system on the Island, were also done by the prisoners.

15. The mess hall was extended so as to supply capacity for an additional 125 prisoners. With the tremendous increase in the census, it is of course, even so, not large enough, so that two sittings are necessary.

#### THE WORKHOUSE, BLACKWELLS ISLAND.

The warden is Mr. Frank W. Fox.

The Workhouse is situated on Blackwells Island, opposite Seventieth Street, Manhattan, and may be reached by boat from the Seventieth Street dock of the Department of Public Charities, or by boat of Department of Correction from Twenty-sixth Street and East River.

Prisoners are committed to the Workhouse for periods not exceeding six months.

The large majority of the population consists of persons convicted of intoxication, disorderly conduct, vagrancy, prostitution, non-support of wives, automobile speeding, infraction of traffic rules and other city ordinances.

As to sleeping accommodations, the Workhouse is a combination of the cell and dormitory system. That is, the cells are in each case as large as dormitories and accommodate anywhere from six to thirty-four prisoners. These cells, or dormitories, are of the so-called outside type; that is, they receive their light and ventilation directly from windows in the outside wall, and are reached from a central corridor, along both sides of which the cells are arranged.

There are two wings, one for men, and one for women. The general construction of the cells and dormitories is the same for both wings, except that on the women's side all cells are of the same size and are used generally for six inmates. On the men's side, only the lowest one of the three tiers has cells of this size. Those on the second tier average about fifteen cots; those on the uppermost, or third tier, contain as many as thirty-four cots apiece. The unit or typical cell is 14 feet long by 7 feet 10 inches wide by 10 feet 10 inches high and contains one window, 2 feet 6 inches by 5 feet. Most of them have six bunks, hung on hinges. Some of them have only four or five.

It is a sad commentary on the City's appreciation of the dangers of physical and moral contamination, that the Workhouse still exists in its present form. To this institution are sent the dregs of the population, both from moral and physical standpoints, as well as those who are in no sense to be considered criminals; such, for example, as those committed for non-payment of fines, for infraction of city ordinances, and the like.

There was an average daily admission during 1913 of forty-five inmates. With the large increase of prisoners during the past year, this daily average has increased probably fifty per cent. Approximately the same number are discharged every day. This means that there is a constant coming and going, so that the individual prisoner receives little or no attention. He is placed wherever there is a vacancy in the cell or dormitory. This means that there is no classification on any basis — age, character, offense, physical condition, previous record, personal cleanliness, or any other important aspect. This means necessarily wholesale contamination, physical and moral. It is no exaggeration to say that there is probably no institution in the State which, from the standpoint of modern penology, is more abominable than the Workhouse. The only wonder is that any prisoner manages to remain healthy and to leave the Workhouse uninfected.

To illustrate by one detail these dangers, let it suffice to say that, there being no toilet facilities in the cells or dormitories, buckets have to be used for this purpose and that the number of buckets per cell, or dormitory, is between one-half and one-third the number of occupants of the dormitory. Anything more revolting than this is hard to imagine.

The clothing worn by the prisoners on admission is fumigated and stored until their release, but there are insufficient facilities for pressing and cleaning the clothing before the prisoners are discharged.



Clean bedding is given to every inmate upon admission, but the clothing of individual men and women is not returned to the same prisoner after laundering. Prisoners are allowed to wear their own shoes and socks and some other personal wearing apparel, like sweaters, etc. Women are not allowed to wear corsets.

The daily routine begins at 6 a. m. and finishes at 4 p. m. The lights are turned off at 9 p. m. The periods of so-called labor are from 8 to 11:45 a. m. and from 1 to 3:30 p. m. There is, however, very little labor to speak of. No industries are carried on, other than repairs for the institution proper, and the domestic labor of cleaning, cooking, laundering, etc. A little work around the grounds and some scrubbing for the adjacent institutions under the jurisdiction of the Department of Public Charities, is all there is available to keep the population busy. The same increase in census, noted for the Department as a whole, is true of this institution.

During the past year the fireproofing has been almost completed. Both male and female wings were completely fireproofed, with the exception of the roof in the female department. The administration building was being fireproofed during the year.

The Workhouse possesses the largest hospital and most extended medical service in the institutions of the Department of Correction. In addition to caring for a very large number of its own inmates, the hospital here does all the more serious work for the other institutions. For example, all operation cases are transferred here, and all other cases of serious illness, where transfer is not dangerous to the life of the prisoner. The facilities and work of the Workhouse hospital have been described at length in the report on the medical service in the Department made during the past year by the Prison Association. The most salient facts in the findings of that report were the following:

The bed capacity of the hospital was 62 male, and 55 female, with an average daily census of approximately 75. This does not include the clinic work, that is, light treatments, such as laxatives, medicine for colds, coughs, etc. Such treatments amount to some one hundred and fifty per day. The average number of admissions per day during 1914 was between 60 and 70. The work is under the general supervision of a medical board, consisting of 14 members. There are four resident physicians, who work without pay. There are one male and one female trained nurse, three female practical nurses and one male orderly. It was found that the organization of the medical department, as well as the actual work, were far below standard. There was inefficiency and neglect, aggravated by friction

within the medical staff. The dangerous mixing of healthy and diseased inmates in the cells or dormitories hardly came under the notice of the physicians and they took little or no interest in it. In fact, because of the large amount of medical work and of the requirements for such work in the Workhouse hospital, the numerous evils found in all institutions of the Department in reference to medical work were found proportionately increased at this institution.

The following recommendations, which were made in reference to the medical service, hardly give even a skeleton statement of the real needs of that service:

"1. The staff should be reorganized in accordance with methods proposed for the Department."

"2. Examinations on admission should be made of every prisoner in accordance with standards to be established for the whole Department."

"3. Records should be kept of the various activities at the Hospital in accordance with provisions to be made for the Department as a whole."

"4. Details of routine methods of treatment and the many considerations of importance with reference to the work of the Hospital should be set up, controlled, supervised and maintained under the authority of the general medical superintendent, as provided for in the scheme of reorganization for the Department."

"5. The above recommendations will remedy the vast majority of the evils now existing in the Hospital, and will make for a competent and progressive medical service. The improvements in the plant are of more local nature in a way. The provision of a proper examination room, of satisfactory surgical dressing-rooms, of sanitary and respectable toilets and hydrants; of increased facilities for receiving drug addicts, and general cases; the purchase of sufficient medical and surgical supplies, and many similar improvements absolutely necessary to make the hospital respectable, are manifestly local requirements for the Workhouse proper, but we consider them only temporary in nature until the establishment of a modern central hospital along the lines indicated above."

In other respects also than those of unsatisfactory sanitary conditions and poor medical service, the Workhouse deserves severe criticism. The management and administration have been found to be loose and incapable of grappling with some of the worst abuses. For example, there was almost unlimited smuggling in, not only of drugs and purely contraband material of that kind, but a *so* of food and luxuries of various kinds from charitable institutions on the Island. When filing in for supper at 3:30 or 3:45 p. m. any number of prisoners could be seen with large bundles or packages under their coats. There was no pretense of concealing them from the keepers. There seemed to be a perfect understanding among them that this wholesale smuggling was a matter of course. That drugs and liquor were smuggled in along with food and luxuries was inevitable. A number of cells became headquarters for the drug traffic in the Workhouse. Some of the employees were directly involved in this drug smuggling. Through clever detective work, conducted by the Com-

\*See Part One of Report, pages 72-75.

missioner, and particularly by Deputy Commissioner B. G. Lewis, a number of these employees were discovered, among them one of the physicians of the Workhouse hospital. This energetic and persistent detective work tightened the discipline and improved the atmosphere of the Workhouse for a while; but apparently it did not result in a permanent improvement of the tone of the administration. Whether this looseness is inherent in the extremely inadequate and even vicious general arrangement and living conditions of the Workhouse, or whether the fault is due principally to lax administration, is hard to tell. The Workhouse, as it is, is a blot upon the face of the city in respect to its physical conditions, in respect to the moral infection which it spreads, in respect to the facilities for extension of the use of habit-forming drugs which it offers, and in respect to economic wastefulness, because of the lack of proper employment for the prisoners.

#### PROGRESS DURING THE YEAR.

There has been a considerable attempt to remedy at least some of the evils of the situation during the past year:

1. The improved system of records and dietary have of course been introduced, as in the other institutions of the Department.
2. The fireproofing has been continued and the Workhouse is now more nearly a safe place from fire danger than it ever has been before.
3. A woman physician has been employed to make examination on admission of every female prisoner.
4. A woman superintendent, to have immediate charge of the female department of the Workhouse and to be responsible to the warden, has been employed, whose particular duty it was and is to classify the prisoners so as to avoid the most flagrant infractions of the principle of classification and segregation. It is her duty principally to ascertain the caliber of the incoming inmates and distribute them in the various cells, or dormitories, with the least danger to themselves and to others. Both the woman physician and the woman superintendent have been salaried from private resources during 1914, but appropriations have been granted for them in the budget for 1915.
5. A sewing teacher has been employed on s'milar terms.

6. The extensive crusade against the use of drugs, and against prisoners and employees who were responsible for their spread in the prison, was conducted during the year with great success. A number of convictions resulted, and so far as can be judged, also a considerable reduction in the extent of the smuggling in of such drugs. It has not of course been entirely eliminated.

7. A large room, formerly used for idle women to loaf about in, has been turned into a ward for female drug addicts.

8. A new system of medical treatment for drug addicts was introduced by the medical board and the resident physicians.

9. With the cooperation of the Department of Health of the city, the Wasserman tests for syphilis and complement fixation tests for gonorrhoea have been made on every incoming prisoner. The results in some five hundred cases, among those first examined, show the discouraging figures of 59 per cent syphilitic, and 38 per cent gonorrhoeal. It showed that 79.45 per cent of the total number examined had either syphilis or gonorrhoea, or in other words, that hardly more than 20 per cent of the total number admitted were found to be free of both these diseases.

Thus, a beginning has been made to remedy most of the worst evils of the Workhouse, so far as they could be remedied in the present location of the institution.

#### RECOMMENDATIONS MADE.

Nothing except the most radical changes can be recommended for really solving the most difficult penal problem in the city, that of the Workhouse.

1. The present institution, called the Workhouse, must be entirely abolished as a physical unit and as a system. The institutions to take its place must provide:

- (a) Absolutely satisfactory improvements in classification and segregation.
- (b) Legal provision for the discharge of prisoners, or rather, for various individual prisoners, for whom the present stereotyped sentence is not fit.
- (c) A sufficient supply of labor to provide every prisoner with eight hours of hard work daily. For this purpose,

preferably a combination of farm and industrial colony, as is planned for Rikers Island, is desirable.

(d) Modern medical service, adequate and corrective.

(e) A system of checks and control which would enable the head of the institution to be fully informed of all that goes on within the prison.

2. The present institution must be improved in its sanitary conditions in the cells or dormitories, in the bathhouse, and in the medical department. As long as the buckets must be used, there should be one bucket for each person.

3. Every prisoner should be discharged with his clothing and person in presentable form.

#### BRANCH WORKHOUSE (HARTS ISLAND.)

The warden is John G. Murtha.

Harts Island has an area of approximately one hundred acres, a few of which at the southern extremity of the Island are private property.

Two distinct institutions are situated on Harts Island: the City Reformatory for Misdemeanants, described elsewhere, and the Branch Workhouse. The latter consists of a male and a female department. The male department is at the southern half of the Island. The female department is situated at the northern end.

*Male Department.*—It is hardly possible to give the capacity of the male department. There are three dormitory buildings, generally referred to as Buildings Nos. 2, 4 and 5, in which the number of beds varies according to the population. The usual census has run between four hundred and five hundred; during the past year it has risen to nearly one thousand. The dormitory in Building No. 2 is probably the most unsatisfactory of them all. It is excessively inflammable, with very inadequate provisions for escape. Building No. 4 is little better, though more spacious. It contains besides the dormitory, also toilet and washrooms, a schoolroom and a small messhall. One of the dormitories in this building is set aside for the so-called reform-school boys. This group is composed of a number of boys regularly sentenced to the Workhouse, who, because of their age, are separated from the rest of the population. They work, sleep, eat, and study separately from the rest of the population, so far as the inadequate facilities of the Island permit. They are not allowed to smoke and are given

instruction in the schoolroom by a teacher employed for that purpose. This group should not be confused with the inmates of the City Reformatory. They are entirely distinct.

Building No. 5 is the only one of the group that is not highly inflammable. This building contains the largest proportion of the population. The prisoners in this building are classified, to some extent, in respect to their distribution in the dormitories. The old and decrepit are kept separate. The sick, the able, the workers, the night workers, and so on, are, so far as possible, kept in separate dormitories. This building also contains the hospital for the Branch Workhouse and in one of its extensions a group of male tubercular patients. Other buildings on the grounds contain the kitchen, laundry, power-house, ice factory, carpenter shop, orderlies' quarters, etc. The messhall for the prisoners is contained in an extension of Building No. 5.

The "cooler," a building of comparatively recent date, serves as disciplinary department for both the Branch Workhouse and the City Reformatory. It is fireproof, and is constructed of brick, with a concrete floor. It contains 20 solitary cells, of which sixteen are 8 feet 6 inches by 5 feet 7 inches by 10 feet 4 inches, and four are wider, namely, 6 feet 3 inches wide. They are arranged along the outer walls of the building, facing the center corridor or lobby, from which entrance into the cells is gained. This corridor is fairly well lighted and ventilated. The doors of the individual cells are of solid steel, and the ventilation is obtained through the side walls and roof of the cells. The cell roofs are separated by a considerable space from the roof of the building. For a more complete and detailed description of the Branch Workhouse, we refer to our annual report for 1913.

*Female Department.*—The female department also consists of frame houses. These are only one story high and so the fire danger is not serious. There are two wards or dormitories and a dining-room, constituting the main part of this department. During the past year, additional quarters have been added to be used as wards for tubercular women, who are now being transferred from all parts of the Department to this institution. By the end of the year accommodations for some thirty tubercular patients had been added.

The difficulties on this Island because of the inadequate facilities, the shortage of keepers, the distance from the city, and the low caliber of the general run of the inmates, have been very great. For that reason this institution is probably the most unsatisfactory one in the Department. It has repeatedly called forth unfavorable comment from professional visitors.

## RECOMMENDATIONS MADE.

1. The wise policy of using Harts Island for such medical cases as the tubercular and drug addicts who need a good deal of fresh air should be further extended. Up to date this policy has undoubtedly been very beneficial.

2. The inadequate medical service on the Island should be improved. There are at present three hospitals in the various parts of the Island and only one physician to carry on the work. There is no provision for a substitute for this physician if he leaves the Island, so that he is not only overworked but the conditions of his tenure of office are unfair. An additional physician should be supplied and an adequate staff of nurses.

3. The number of keepers should be considerably increased. For example, in Building No. 5 there have been usually only five keepers for over three hundred prisoners. It is a wonder that more escapes do not take place from this Island.

## PROGRESS DURING THE YEAR.

1. In accordance with the intentions of the Department to establish a Penitentiary on Harts Island and a workhouse on Rikers Island, the prisoners transferred from the Penitentiary and the Workhouse on Blackwells Island are so distributed between Harts and Rikers Islands as to build up the population in accordance with this plan. Therefore, during the past year, most of the transfers to Harts Island have been from the Penitentiary (particularly persons committed from counties outside of New York and other prisoners serving sentence of not less than six months). These constitute the large majority of the population. From the Workhouse, the old and decrepit, and boys intended for the "reform school" group, are transferred.

2. Also, in accordance with the intention of making this Island the tuberculosis colony of the Department, the practice of sending both male and female prisoners suffering from tuberculosis to this Island has been considerably extended. Additional accommodations were procured in the women's department by overhauling and fitting up some old frame buildings. To one of the tubercular wards for the women a sleeping porch was added, and a kitchen and dining-room building for the tubercular women was built

directly adjoining the tuberculosis ward. This building is practically fireproof, built of cement blocks and concrete, entirely by prison labor under the direction of the warden.

3. The office of the warden was removed to a better situation and more adequate quarters.

4. A visitors' booth has been erected under the direction of the warden in one of the dormitories, in such a way that visitors will be separated from the prisoners whom they visit by a metal screen or mesh. This will obviate the necessity of the humiliating process of searching every visitor, and serve largely to eliminate the danger of bringing in drugs.

5. Beds were supplied for the isolated cells in the disciplinary building. These were cemented into the floor so as to make them safe against improper use by the inmates. This has been a great improvement. The warden has shown himself capable of making the best of his poor facilities.

6. The new system of record keeping and the new dietary of the Department have been introduced.

## BRANCH WORKHOUSE (RIKERS ISLAND)

(Under general supervision of Warden John J. Murtha of Harts Island).

Rikers Island is planned eventually to be a city farm, under the Department of Correction. It consists of about one hundred acres of original land, with several hundred acres of filled-in ground, created by the dumping of material by the Street Cleaning Department. The Island will embrace ultimately between four and five hundred acres. It is intended that the Workhouse on Blackwells Island shall be abandoned, and that in its place a new modern workhouse shall be established on this Island. Whether that institution in its final form will be a purely agricultural one, or whether some large industry will be established on this Island, it is yet too early to say. In its present condition Rikers Island can offer considerable work for a large number of prisoners if the proper facilities are supplied.

At present, the accommodations consist of four large dormitories, in two groups. Washroom and bathroom connect the two dormitories of each group. Other buildings, such as messhall, storeroom, chapel, and the warden's residence, are arranged along a road in

fairly regular order. All buildings are of frame construction. A detailed description of the buildings may be found in our Annual Report for 1913. This prison is at present in the transitory stage. It is, in a way, one of the most hopeful prisons of the Department, if the plans for its development are to be realized.

The following were the recommendations for this institution in our report for 1913:

#### RECOMMENDATIONS MADE.

1. The substitution of electric lights for lamps is imperative, especially with the extreme fire danger which the frame buildings are now under.
2. More men should be sent to this institution.
3. Its agricultural possibilities should be exploited.
4. Some disposition should be made of the additional 200 to 250 acres of filled-in land entirely unused at present.
5. A large number of fire extinguishers should be immediately installed.
6. Horses and carts should be provided for continuing and increasing the amount of grading and road work undertaken.
7. These recommendations are at best of a temporary character only, for there should be a more constructive plan organized for the inclusion of this branch workhouse in the general industrial scheme of the institutions of the Department of Correction.

#### PROGRESS DURING THE YEAR.

1. Very important improvements have taken place, in the introduction on the Island of a telephone system and of an electric lighting system for all buildings, to replace the kerosene lamps heretofore in use.
  2. One additional dormitory has been built, and a second one started, so as to further increase the capacity of the institution, and make it possible to begin work on the plans to make this Island an asset to the city.
  3. A considerable increase in prisoners to be detained here will be necessary for such work. Therefore, plans have been prepared for a disciplinary building.
- The class of prisoners to be transferred to this Island to do most of the work in the Department, are the follow-

ing: Gunmen, jostlers, and persons addicted to the use of habit-forming drugs, and wife deserters. A disciplinary building is considered necessary to keep this group in working order.

4. Introduction of the new record system and dietary.

#### FURTHER RECOMMENDATIONS ARE MADE AS FOLLOWS.

1. A large kitchen range and some other kitchen utensils necessary for the preparation of food provided for in the new dietary should be installed. It has been found impossible with the present equipment to do justice to the dietary.
2. The transportation facilities to the Island should be improved. At present, it is excessively time-wasting and difficult to reach the Island.

#### THE CITY REFORMATORY FOR MALE MISDEMEANANTS, (HARTS ISLAND).

The capacity of this reformatory is 4 dormitories, with an original capacity of 65 beds each, or a total of 260. The number of beds in each has been increased from time to time until they have reached 90 to 95 per dormitory, or a total of 360 to 380.

The City Reformatory was established for the reception of misdemeanants between the ages of sixteen and thirty, who had not been previously convicted or sentenced, to be detained for an indeterminate term with a maximum of three years. Inmates may be paroled or discharged at any time before the three years by the Board of Parole, consisting of nine members, of whom the Commissioner of Correction is one ex-officio. The others consist of two justices of the Court of Special Sessions, a city magistrate of the First Division, a city magistrate of the Second Division of the City of New York and four other persons appointed by the Mayor and removable by the Mayor. The Board serves without compensation. The Special Sessions justices on the Board are elected by the Board of Special Sessions. The powers of the Board of Parole are described as "(1) prescribing the conditions under which the inmates may be discharged, paroled, or conditionally released. (2) Regulating the retaking and reimprisonment of such inmates."

The law further provides that the Board of Parole of such Reformatory "shall adopt a uniform system by means of which shall be determined the conduct or merit of each inmate sentenced to such reformatory as the condition of increased privileges or of release from their control. . . . Each inmate shall be credited for good personal demeanor, diligence in labor and study, development of character, and for the results accomplished, and be charged for dereliction, negligence and offenses. Each inmate's standing in merit and conduct shall be made known to him as often as once in each month." Provision is also made for the transfer of prisoners if it is found that they are first offenders, or that they are less than sixteen years of age, or more than thirty at the time of their commitment, or if they prove to be incorrigible. Transfers are made to the House of Refuge on Randalls Island, or to the Penitentiary on Blackwells Island, as the case may be.

The institution is situated on Harts Island and consists of four buildings, three comparatively new and one an old building originally part of the Branch Workhouse, but taken over by the Reformatory some time ago. Of the three new buildings one is the "cooler," which is used by the Branch Workhouse and the Reformatory in common.

The main building is of fireproof construction, and consists of two long wings running parallel and connected in front, so that it presents an elongated "U" shape. The two wings contain on the first floor the following: Room for visitors and bathroom on one side, keepers' quarters and sitting-room on the other side. The second and third floors contain a dormitory on each side, making four dormitories in all. The central connecting part contains the offices on the first floor in front and the Board of Parole room in the back. On its upper floors are keepers' and teachers' quarters.

The dormitories are all of the same size and of exactly the same construction. They are 127 feet by 20 feet, approximately 15 feet high, lighted and ventilated by 44 windows and have also artificial ventilation. They have terraza floors, steel and concrete ceilings; the brick walls are painted a light tan. For each dormitory there is a washroom and toilet, accommodating twelve inmates at a time.

The four dormitories are occupied by the four divisions into which the Reformatory population is divided, according to age, character, etc. There are now almost one hundred beds in most of the dormitories that were originally intended for not more than seventy-five. This has been necessary because of the overcrowded condition of the institution.



New Hampton Farms. Coming in from Work.



New Hampton Farms. Some of the Boys.

The shower-room on the first floor contains 32 showers and a number of toilets.

The second of the new brick buildings is the industrial building, containing the trade schools. It is a two story and basement building containing on its first floor a tin and plumbing shop and a carpenter shop; on the second floor, electrical shop, printing shop and tailor shop. There are toilets and washrooms on every floor. There are two iron stairways connecting the two floors. The whole building, as well as the administrative and dormitory building just described, is practically fireproof. There are two standpipes with hose on each floor.

The third building which is the "cooler," has been described in connection with the Branch Workhouse.

The fourth, or school building, is the old building referred to above. Its outer walls are of brick, but in no way is it fireproof. It consists of a spacious central portion, with four small wings jutting out, two at either extremity. The large central portion contains on the first floor a large study and lounging-room for one-half its length. This room contains benches, has part of its walls painted black to be used as blackboards, and has a number of stools and some tables. There are four fire extinguishers and a standpipe with hose attached in this room. The floor is wood, the ceiling metal.

The rest of the central part of this floor is occupied by the mess-hall, with a capacity for 300. It also has a fire extinguisher and standpipe with hose attached. One of the extensions of the messhall contains the kitchen. It is in a dilapidated state and anything but fireproof despite its concrete floor. It has a plaster ceiling which is falling off. It contains a range, two caldrons and other necessary utensils. In a small pantry adjoining there is an ice box and a room for storing vegetables. The other extension on this floor contains the officers' dining-room, storerooms for clothing, barber shop, a music room and inmates' toilet.

The second floor contains the lounging-room, and a large school-room in which generally three classes are conducted at the same time. It is extremely antiquated and unsuited for its purpose. There are three fire extinguishers and a standpipe with hose in this room. It has a metal ceiling, wooden floor and four doors giving exit to fire escapes. These, however, are bolted.

Above the messhall there is a large room used as a singing-room, where a large number of inmates are taught singing daily, generally in the evening. This room also has four fire extinguishers.



The extensions on this floor contain a separate schoolroom with fire extinguishers and hose, and toilets, one of them right above the kitchen with a concrete floor and drain, which, however, do not prevent a certain amount of leakage to the kitchen. There is also a room where inmates may practice on the violin. The northern extremity of this building is used as a hospital. It contains a ward with six beds and nine separate rooms, one of which is used as a drug room, one as bath, one as attendants' room, and the rest as separate rooms for patients. The hospital is reached by a separate stone stairway. There are four fire extinguishers for the hospital. A subway connects this building with the main or administrative building.

The general scheme is to divide the inmates into four divisions, as referred to above, and to have two divisions work mornings and go to school afternoons, and vice versa. Much emphasis is laid on music, vocal as well as instrumental.

Labor aside from that required for domestic purposes, that is, cooking, cleaning and so on, takes the form of trade construction in the trade school or in the manufacturing of cement blocks, farming or odd jobs. The cement block industry has now been largely taken over by the Branch Workhouse.

A typical program with gang sheet for a day is given as an example:

Tailoring	37
Shoemakers (repairing)	10
Bricklaying and plastering	37
Plumbing	27
Tinsmithing	25
Carpentry	23
Painting	20
Printing	21
Electricians	21
House section	19
Cement work	20
Gardeners	25
Messhall	24
Kitchen	6
Keepers' dining-room	3
Hall keeper	1
Hospital	10
Barber	1
Overseer	1
Office	2

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The following is the staff of employees:

Overseer, Martin J. Moore, salary	\$2,500
12 keepers (6 for day and 6 for night duty)	
3 at	1,200 each
9 at	900 "
4 instructors of industries	1,200 "
4 teachers	800 "
4 hospital helpers	480 "
1 orderly	360
1 chef	720
1 gardener	1,050
1 hospital helper	600
1 clerk	480
All receive maintenance.	

#### RECOMMENDATIONS MADE.

1. As a reformatory, this institution has not had half a chance, and therefore it is rather unfair to judge it on the basis of a reformatory. The only recommendation, but a very serious one, is that it be given a chance, especially now, when it is to be removed into the country, to develop into a real reformatory, worthy of the name. This means a complete reorganization of the system of marking, of discipline, of the regulations for the granting of parole, as well as of the classification of inmates, and their segregation in a properly conceived group of buildings in accordance with modern principles of reformation.

A separate statement is given below of the workings of the New Hampton Farms, which is technically part of this institution.

#### PROGRESS DURING THE YEAR.

The principal item of progress has, of course, been the opening of New Hampton Farms on March 18, 1914. At the institution proper, the better division of work between the Reformatory and the Branch Workhouse has been accomplished, so that inmates of the two institutions are now not brought in contact so much as before. Thus, for example, the service of loading and unloading boats, and the messenger service has been taken over entirely by the Reformatory.

The farm work on Harts Island by the Reformatory has been quite successful during the past year.

There have been serious complaints by various inmates of cruelty of keepers.

## NEW HAMPTON FARMS (NEW HAMPTON, N. Y.)

(Part of the City Reformatory for Male Misdemeanants for the City of New York.)

INSPECTED BY PHILIP KLEIN, MAY 22 TO MAY 24, 1914; INSPECTED BY E. R. CASS, JANUARY 2 TO 3, 1915.

The purchase in 1913 of the six hundred and twelve acres that comprise the New Hampton Farms exhausted the total money that was available for expenditure on the new site to which the City Reformatory, now situated on Harts Island, is eventually to be transferred. There was no money available for the erection of the buildings and the chances were that the farm would lie idle for a considerable period of time. In order to begin improving the farm, to cultivate it so far as possible, and also in order to start the new Reformatory that is to be erected on this site in a spirit consonant with the principles of reformation, it was decided to transfer a small group of the inmates of the Reformatory to the New Hampton Farms and begin the institution by "roughing-it" until such a time as the necessary buildings could be put up.

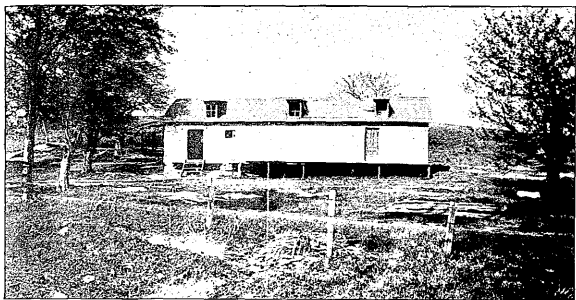
The sum of \$7,250 was transferred from other funds at the disposal of the Department of Correction. This was to be used for the payment of \$2,000 in salaries for the four farm instructors, and for the purchase of the necessary farm equipment.

It was expected to realize sufficient on the farm products during the summer of 1914 to fully compensate the Department for this expenditure.

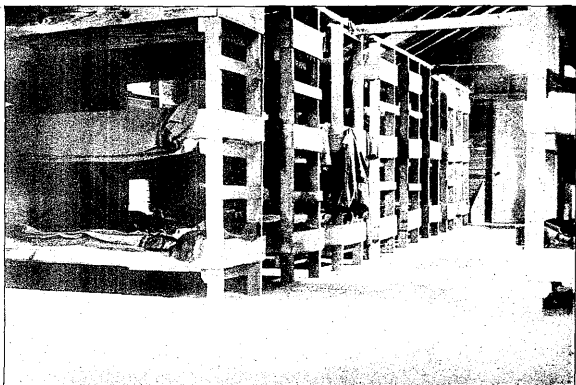
The bunkhouse, which is the most important building on the farm, is a one-story, roughly built wooden structure with an "A"-shaped wooden roof, covered with waterproof paper. It is elevated from the ground on wooden posts two or three feet high; the space between the bottom of the bunkhouse and the ground was at first empty and later was filled in with cornstalks.

The interior contains forty-four bunks, arranged three high, running along the side walls, leaving a central corridor running the full length of the building. There are several small windows in the side walls and some window arrangements in the roof. Everything is of wood. The bedding consists of four heavy blankets.

Both the boys and the officers sleep in this bunkhouse. At first there was no guard of any kind. During the latter half of the year, when it was found that the new arrivals who had not assimilated the spirit of the place were likely to escape, one of the older inmates was assigned to act as night watchman.



New Hampton Farms. Bunkhouse.



New Hampton Farms. Interior of Bunkhouse.

An old dilapidated farmhouse a short distance from the bunkhouse contains a kitchen, dining-room, washroom and a small office. During the summer the dining-room consisted of some roughly constructed tables under the trees in front of this house. With the coming on of the cold weather one of the rooms of this farmhouse was transformed into a dining-room. There is an open fireplace in the dining-room which seems to give satisfactory heat.

At the time of the inspection of the second date, an addition 26 feet by 32 feet had been built on to the rear of the farmhouse. It is intended to use this as a dining-room on the first floor and as a dormitory on the second, and the cellar is to be used for storage purposes. The foundation of this addition was of concrete, and that as well as the carpentry work was done by the boys, under supervision.

This whole farmhouse is only a makeshift and will have to be abandoned as soon as proper buildings are erected. Both the physical facilities of the farm, and the intention of working out a spirit at the same time that the institution is developing, have resulted in a rough and in many respects unsatisfactory form of life. Part of this has been due also to the neglect of some matters by the officials in charge.

The boys sleep at night in their outside shirts, undershirts, drawers and socks, and many of them with their caps on. A fresh change of underwear is given every Sunday morning after the bath. It is safe to say that this underwear remains on the boys almost every instant for the entire week, both day and night. A practice of this kind is most unsanitary and must undoubtedly be detrimental to the boys' views of how they should care for themselves. The underwear is not marked in any way so as to make certain that a boy will get the same suit after it is laundered. This is an undesirable and unsafe practice.

The blankets are never washed or fumigated and a new boy must use blankets used by those before him.

At the time of the last inspection it was noticed that some of the boys removed their trousers, rolled them into a bundle and threw them under the bunks. This again is a slovenly practice and not educative.

The boys turn in at 8:30 P. M., and at nine are expected to be quiet. During the time which intervenes between 8:30 and 9:00 they converse with each other and exchange remarks similar to those heard on any street corner where a group of boys might be assembled.

At the time of the last inspection there was no swearing nor vile

conservation, but on the whole the language was such as would not be tolerated in the average home. The inspector tried to ascertain from the boys whether or not they thought the bunkhouse cold. Some boys claimed it was, and others said they did not mind it, while still others said it was fine and good "for what ailed one."

There was much coughing, most of which seemed to be forced. There was no doubt in the inspector's mind that if each boy were to express his candid opinion at that time he would have agreed that the bunkhouse was a very cold and uncomfortable place in which to pass the night. The temperature on the night of January 2 was 24 degrees above zero and a very strong, cold wind was blowing.

The whole physical condition seemed to the inspector unsanitary, unelevating, uneducative and unrefractive.

The kitchen staff at the time of last inspection consisted of three boys, one of whom actually did the cooking under the supervision of one of the instructors. There is not one in the entire group that could be classified as a full-fledged or high-grade cook. Nevertheless the food served at the meals during the inspector's stay consisted of good, plain food, satisfactory to the taste.

It was gratifying to note that the instructors partook of the same food as that served to the boys, and took their places at the same tables in the dining-room with the boys.

On January 2d, the noon-day meal consisted of mutton stew, bread and coffee, to which was added milk and sugar.

It was explained by the superintendent that it is not intended to use very much coffee in the preparation of the same, but only sufficient to produce something pleasing to the taste as a hot drink.

There are four cows on the farm and these were brought down from the Otisville Sanitarium because their yield of milk was not sufficiently large for the purposes of that institution. It was said that they were examined last March by officials and declared free from tuberculosis. Since then and up to the date of the last inspection, they had not been examined. There is a daily record kept of the total quantity of milk, which ranges from 35 to 40 quarts, but no scientific tests are made daily or even occasionally to determine the grade or quality of the milk.

The boys do not receive milk by the glass and no butter is served directly to them. They receive no eggs. The butter and eggs are used principally in preparing desserts for the boys.

Supper on January 2d consisted of bread, macaroni, apple sauce and tea. Desserts, such as apple sauce and pie, are given two or three times a week.

Breakfast on the morning of January 3d consisted of hash, bread and coffee. The hash was quite satisfactory to the taste, and it was said that it is served three mornings a week, and, on other mornings, oatmeal.

Plates and cups are of crockery. These were satisfactorily clean.

The boys sit at the table on long benches. There is practically no inspecting to determine whether the boys have their faces and hands washed and their hair combed before entering the dining-room. It was quite noticeable that some of them had not combed their hair.

After finishing their meal some of the boys assumed a lounging position at the table and continued conversation; others got up and gathered near the doorway, putting on their hats, and remained standing there, watching their chums stroll at the tables.

Sunday is bathing day, as well as the only day of the week when every boy removes all of his clothing. A large fire is started in the fireplace in the washroom, pieces of burlap are thrown on the floor, and each boy draws a pail of hot water and proceeds to remove his clothing and then gives himself a sponge bath. Hot water is obtained by a most unique device. A forty or fifty gallon water tank, such as is usually attached to an ordinary kitchen range, is placed on its side and one end in the open fireplace. There is a faucet attached to the other end. The tank is filled through a hole in the top. There are usually four or five boys in the room at a time and an instructor is there to see that they bathe properly and also to take record of the boys that bathe. On the morning of January 3d, although there was a fire in the fireplace, the room was quite draughty and cold. There seemed to be every chance for a boy to take cold. It is questionable whether under conditions of this kind the boys take the time to bathe properly. Fortunately, during the summer time, the boys bathe sometimes twice a day in the Walkill River, which runs through the farm.

The only privy now in use is located some distance from the farmhouse, and on the other side of the small hill. It is protected only on three sides from the weather, and while it is necessary to have the front side open, so as to insure against undesirable conduct, it undoubtedly makes the place very uncomfortable. It is a question whether, during very cold weather, the boys do not, on this account, restrain themselves from attending to actual needs. At the time of the inspection of January 2d and 3d, the cleanliness and tidiness of the grounds surrounding the farmhouse were, on the whole, satisfactory.

The old barn located on the hill near the farmhouse is in a very broken-down condition and it is really a surprise that it has not collapsed. The accommodations for the horses are not satisfactory, and those for the storing of hay and wagons and other farm products and implements are inadequate.

The laundry work for all boys is done by one of the inmates, with a very inadequate outfit, consisting of a small tin boiler, a tub, and a washboard. The boy assigned to look after the laundry work is a young Italian. His task is not altogether pleasant and one which seems wholly unnatural for a boy. Despite the fact that the clothes are said to be thoroughly boiled, considering the equipment the thoroughness of this work is questionable.

The wearing apparel for the boys consists of a gray coat and trousers (some boys wear two pairs of trousers), socks, underdrawers, undershirt, mittens and cap, shoes, and, when necessary, boots.

The unsatisfactory condition and quantity of clothing is as bad in the other institutions of the Department as here. It is hardly adequate anywhere, and less so under conditions at the New Hampton Farms than at the ordinary institutions where better living accommodations obtain.

The daily routine of the institution is as follows:

7:00	All up.
7:30	Breakfast.
8:00	Start work.
11:45	Stop work.
12:00	Dinner.
1:00	Resume work.
5:00	Stop work, except on very cold days, then at 4:30.
5:30	Supper.
5:30 to 7:00	Some boys have work to do, such as washing dishes, emptying buckets, etc.
7:00	Assembly for school. The first fifteen minutes of the school period is devoted to current events taken from the newspapers. The instructors do the reading and encourage discussion among the boys.
7:15 to 8:30	General school work.

At 8:30 the boys go to the bunkhouse, and at 9 o'clock they are supposed to be quiet. It is a rule that there must be at least three instructors attending the school period each night. The school is highly important and commendable.

Every Sunday morning about 8 o'clock, service is held. The boys assemble in the dining-room, seated as they would be if taking a meal—that is, face to face. The instructors sit among the boys, and the superintendent stands in one corner of the room.

At the time of the last inspection the inspector and visitors were called on to give short talks, and then each member of the staff likewise. Some of the boys were attentive and others were not.



New Hampton Farms. Inmate Planting under Direction.



New Hampton Farms. Ploughing.

No songs or hymns are sung, and there was no evidence of a live spirited meeting. It is suggested here that national anthems, or other songs be sung before or after the service, in order to arouse some spirit. The first evidence of keen interest was made manifest when the discipline of some of the members of the group came up for discussion. The advisability of discussing disciplinary methods with the entire group of inmates is questionable. All kinds of suggestions were made by the boys, hardly two alike. The different groups or cliques were active in proposing harsh treatment, such as cleaning the privy, for the fellow who was not one of their number.

The activities of the members of the staff were openly criticised and complaints were likewise made. The entire plan seems wrong and may ultimately lead to disrespect and poor discipline. At no time should any member of the staff be subjected to open criticism before the entire group of inmates, by either an inmate or a superior.

It is suggested that the question of discipline be handled by a committee representing the staff, and a committee representing the boys, and that these two committees confer in private.

The good features of new Hampton Farms have been the close personal contact between inmate and officer, the probable good effect of agricultural employment, the reduction of the congestion in the mother institution on Harts Island by the transfer of boys, the profitable investment in the raising of farm products and the avoidance of losses through non-utilization of a splendid farm tract owned by the city, and the endeavor to establish the right spirit for a reformatory institution from the very beginning, even before the buildings had been constructed.

The disadvantages, on the whole, have been the extremely unsatisfactory, and in some respects, perhaps dangerous, physical conditions and the possible demoralization that may result, both from such living conditions, and from too uncontrolled liberties of the inmates in respect to their officers.

#### RECOMMENDATION MADE.

If the New Hampton farms experiment is to be continued, it is strongly urged that the living conditions be very considerably improved.



## NEW YORK COUNTY JAIL.

(For civil prisoners only.)

Census on day of inspection—16

Capacity—54 cells

Sheriff—Max S. Griffenhagen

Warden—Thomas Rock.

The New York County Jail is situated on the corner of Ludlow Street and Essex Market Place. It is about fifty years old and bears the stamp of that date in construction. The cellhouse is of an "L" shape and one cellblock is placed in each arm of the "L". The cellblocks are separated by a wide corridor from the outside wall facing the street, and by a much narrower corridor from the outside wall facing the yard. This latter corridor resembles in construction the "utility corridors" but is not used for that purpose, there being no plumbing for the individual cells that would require such utility corridor. Both cellblocks are four tiers high. Only one of them is in use.

The light and ventilation of the cells comes both from the wide corridor facing the street and from the narrow one facing the yard. The cell door faces the wide corridor; the back of the cell, facing the narrow corridor, has a large window cut in it so that draft ventilation is possible.

A more detailed statement of the construction and distribution of cells may be found in our Annual Report for 1913.

Each of the 24 cells actually in use contains a large bed placed on the floor, bedding which consists of a pillow, pillow-case, sheet and three blankets, a table or two, chair, and in some of the cells, a shelf or closet. Some cells contain also solid wooden doors in addition to the iron gates.

The prisoners are allowed to bring in as much of their own furniture as seems reasonable to the warden. Most of the cells have some rugs belonging to the prisoners.

The ventilation at the time of inspection seemed satisfactory despite the fact that the large outside windows cannot be adequately regulated from the bottom.

Some of the bedding was spread on the rails in front of the cells for airing. On alternate days it is said the blankets are taken to the yard and spread there.

All parts of the prison were found in a satisfactorily clean condition. The kitchen and pantry were clean and looked wholesome.

An individual cup is provided for each prisoner which he may use when outside the cell, as well as when locked in.

During the period of inspection, another prisoner was admitted, raising the total census to seventeen. This is nearly the average population, which for the first eight months of 1914 was 17.36. The maximum census was recorded for August as 25.9, the lowest was in April, with an average of 10.23. The maximum and minimum population on any day during the year were 32 and 7 respectively, the former in July and the latter in April. Careful count is kept of the total number of days served.

For the fiscal year ending September 30, 1914, 5,844 days were served, making an average of 16 per day.

The total cost for food supplies over that period was \$1,932.40. The per capita cost per meal for employees and prisoners is 8.05, or 24.15 cents per day.

Prisoners eat their meals at tables set up in the corridor and in their cells. A considerable proportion of them generally have food brought in from the outside to supplement or substitute for the prison food.

For the small number of prisoners indicated above, the following staff is provided:

1 warden .....	\$3,000 per annum and maintenance
11 keepers (duty 8 hours each at \$1,000) .....	\$11,000 " "
1 clerk .....	1,000 " "
2 cooks at \$25 per month .....	600 " " and maintenance
2 assistant cooks, 1 at \$20 per month and 1 at \$19 per month .....	468 " " " "
1 bundress at \$22 per month .....	264 " " " "
1 cleaner at \$900 .....	2,700 " " " "
Physician, Dr. A. J. O'Brien .....	1,000 " " " "
Total .....	<u>\$20,232</u>

2 engineers at \$4.50 per diem.

All but the physician are allowed one meal a day.

## PROGRESS DURING THE YEAR.

The present warden, Mr. Thomas Rock, took office January 1, 1914, under the new sheriff. Mr. Rock had occupied this position in a previous administration so that the work was not new to him.

1. It was found that he had improved the yard and garden, had cleaned out a spacious corridor opening into the yard that had formerly been used for dumping various kinds of old furniture, etc., and had transformed it into an impro-

vised gymnasium, so that prisoners could exercise in inclement weather when they could not be out in the yard.

2. The larger part of the interior of the outside wall has been washed with soap and water. The comparison between parts washed and the parts unwashed emphasizes the amount of dirt which had collected on the walls.

3. Four shower-baths were installed in four of the cells.

#### RECOMMENDATIONS MADE.

It is hardly worth while to undertake any radical improvement of this jail either in its physical aspects or for economy in the staff of employees, in view of the fact that the County Jail is to occupy one floor of the new prison soon to be built to replace the present Third District Magistrate's Court and Prison.

#### NEW YORK STATE TRAINING SCHOOL FOR GIRLS, HUDSON, N. Y.

INSPECTED BY PHILIP KLEIN AND E. R. CASS; JULY 16, 1914,  
TIME, 9:30 A. M. TO 2:50 P. M.

#### *Management and control:*

Section 204 of the State Charities Law, and Section 2184 of the Penal Code, provide for the maintenance of the New York State Training School for Girls between 12 and 16 years of age, either destitute, neglected or delinquent, committed by any court within the State having criminal jurisdiction. Girls thus committed become wards of the Board of Managers until their twenty-first year, unless married before that age, and subsequent to their commitment; but if less than fifteen years of age at the time of commitment they may not be detained beyond their eighteenth birthday, and in other cases may not be detained for more than three years.

The Board of Managers consists of seven members, of whom four are women and three are men. One of the latter is a physician.

Section 201 of the State Charities Law describes the powers and duties of the board as follows:

"The board of managers shall have the general superintendence, management and control of the institution over which it is appointed; of the grounds and buildings, officers and employees thereof; of the inmates therein, and of all matters relating to the

government, discipline, contracts and fiscal concerns thereof, and may make such rules and regulations as may seem to it necessary for carrying out the purpose of such institution. The board of managers of such institution shall appoint from among its members a president, secretary and treasurer, who shall hold office for such length of time as such board may determine, and a female superintendent, who shall hold office during the pleasure of the board. The board of managers shall fix the compensation of the officers and employees of the institution, subject to the provisions of section seventeen of the state finance law. The managers of such institution shall cause the females detained therein, or under their care, to be instructed in such branches of useful knowledge and to be regularly and systematically employed in such lines of industry as shall be suitable to their years and capacities, and shall cause such females to be subjected to such discipline as, in the opinion of such board, is most likely to effect their reformation. The managers of such institution, with the consent of any female committed thereto, may bind out as an apprentice or servant such female during the time they would be entitled to retain her, to such persons, and at such places, to learn such trade and employment as in their judgment will be for the future benefit and advantage of such female."

The superintendent acts as a representative of the board of managers, and has complete control of the activities of the institution.

#### *Plant:*

The school is situated on some 117 acres of land, partly within, and adjacent to, the city of Hudson. There is convenient access to the railroad. The scenery is attractive, and the location is healthful. The following buildings comprise the institution: The administration building, containing the administrative offices and apartments of the superintendent, assistant superintendents, medical officer, steward, parole agents and clerks, and some rooms for inmates, or pupils, though these are said to have been condemned. One building contains a large and beautiful chapel, well equipped, and with a gymnasium in the basement. The industrial building contains ten rooms for the book school and industrial classes. A separate book school building is now in process of construction. When completed it will allow the use of the industrial building for trade classes exclusively.

The former "prison building" has been completely demolished. The power-house and coal bins are situated near the railroad tracks.

A long, one-story, dilapidated building, formerly used as a hospital for contagious cases, now provides quarters for some employees, and is also used as a storehouse and carpenter shop. The barn and stable are somewhat removed from the general group of buildings. Twelve cottages were in use at the time of the inspection, and two were under construction. Four of the twelve cottages are of more recent construction and represent a very much better plan for the carrying on of the various activities of the cottages.

All of the buildings were found to be in a completely satisfactory condition of cleanliness.

It is to be regretted that the building operations in progress necessitated the breaking up of lawns and grounds in the main campus. It will probably be some time before this part of the institution grounds regains its normal, attractive appearance.

The industrial building at the far end of the campus was not used during the winter, because it has been condemned as unsafe; but after the walls were reinforced with heavy wooden beams, the building was again put into use. It was stated, however, that the walls were again cracking. At the time of the inspection, the bulge of the building was quite noticeable. The interior of the industrial building, that is, the cross beams, stairway and the floor, are of wooden construction. There are only two fire extinguishers in the building. On the rear is a large fire-escape of the standard stairway type of construction.

The fire apparatus for the institution consists of two long lines of hose, wound on the spools of small hose carriages, one of which is kept in a small shed near the center of the grounds, and the other in the storehouse at one end of the campus. Fire hydrants are distributed about the grounds. There are two fire drills weekly in the school building, and in the cottages. In each of these there is a standpipe with fifty feet of hose, and a fire extinguisher on each floor.

The old cottages are built on the three-story plan, while the new cottages, both those already in use and those under construction, are built on the two-story plan, which makes supervision of the girls very much easier. In general, the upper floor or floors contain sleeping-rooms for the girls; the main floor includes the kitchen, dining-room and officers' room, while the basement is used for general administrative necessities. Each cottage is designed for twenty-six girls and three officers. The newer cottages are of a particularly pleasing type, especially in that they allow the dining-room and living-room to be turned into one large reception room.

The institution needs considerable repair and improvement to its physical plant. A summary of these needs, made recently, calls for appropriation for 67 different items. Six of these, totaling \$19,180, are for the removal of fire danger and provision for adequate fire-fighting equipment. It is hardly necessary to emphasize the importance of adequate fire protection. The loss of even one life would be far more serious than the expenditure of more than the amount requested. The serious attention given by the administration to fire danger, evinced by their use of the fire drill (required at least twice a week in every cottage) gives assurance that the request for complete fire protection is a serious one, and not merely a matter of frills.

Of the other items requested, the most important ones are the following:

- A protective fence.
- Gate house and guard rooms.
- Repairs and renewals of electric, steam and water supply, etc.
- Equipment for the new schoolhouse.
- The acquisition of additional land, especially for farming purposes.
- The erection and furnishing of a staff house.
- The erection of a poultry house, piggery, a coachman's house, barns and stables.
- The acquisition of insect screens.
- A new industrial building.
- A new disciplinary building, tubercular hospital, three additional cottages, and an additional appropriation for schoolhouse.

Of these we consider the following of particular importance and meriting immediate attention before all others:

**First: Erection of the following new buildings:**

- Three additional cottages.
- Tuberculosis hospital.
- Disciplinary building.
- New industrial building.
- A staff house.

The New York State Training School at Hudson is the only institution of its kind in the State. As will be shown by the census below, the institution is now occupied to its full capacity. It is also stated that in order to avoid too much overcrowding many admissions have, with the consent of magistrates, been deferred, while others were discharged by return to the sheriff on the basis of mental unfitness. A maximum capacity of 500 is desirable, and additional cottages would be required to provide for such a maximum. The institutional capacity of the State reformatory institutions of New York is considerably below what it should be, and perhaps more so at this school than elsewhere.

The tuberculosis hospital requested is a necessity that speaks for itself. There are not less than six to eight per cent. of the inmates of any reformatory suffering from tuberculosis, according to authorities like Dr. Knopf. On this basis, we can assume a minimum of 15 to 20 cases of tuberculosis at this school for whom proper hospital facilities should be provided.

With the elimination of the prison building, which was being demolished, the institution is without proper treatment for the seriously recalcitrant girls. For ordinary purposes a cottage devoted to discipline is sufficient and efficient, but for more serious cases a separate disciplinary building is necessary. Appropriation should be granted for such a building.

We have referred to the condition of the present industrial building. It will probably not be long before it will have to be finally condemned. The suspension of industrial training for lack of accommodations would be a most serious blow to the reformatory methods in this institution. The State should not wait until the last moment to provide what it will have to provide under all circumstances, that is, an adequate and safe industrial building.

It is a serious handicap to the administration not to be able to provide satisfactory living quarters for such members of the staff as are required to live on the grounds. We can hardly understand how the institution has been able to get along thus far without a staff house. It is usually considered one of the most necessary buildings of a modern institution. The erection of such a building cannot be too strongly urged.

#### Second: The acquisition of additional land.

Additional land is requested for two purposes: First, \$10,000 requested to guard against the possibility of buildings being constructed close to the school for purposes that might prove detrimental to the welfare and safety of the school. Secondly: \$75,000 requested for 150 acres to extend the farm work and provide sufficient space to allow greater separation for certain cottages, for which a more isolated position is desired. This request is certainly well founded.

Third: The argument is sound for the protective fence, as given by the superintendent, namely, for the protection of State property against trespassing by undesirable individuals. Such a protective fence is urged as a necessity.

Fourth: Miscellaneous requests for repairs and renewals of electric, steam and water supply, etc. There is nothing that disturbs the proper routine of an institution more than the frequent disorganization of these material accessories to institutional efficiency. It has been shown frequently that the whole system of an institution can be broken down by leaking water mains or an inadequate steam supply, etc. Besides, it is very poor economy.

The following indicates the population on the day of the inspection, both the population and the capacity of the cottages, as given by the superintendent.

Cottage.	Population.	Capacity.
Administration building .....	9	**9
Schuyler .....	24	*24
Livingston .....	21	*23
Van Buren (colored girls) .....	19	*23
Clinton (colored girls) .....	22	*23
Willard .....	32	34
Van Rensselaer .....	35	34
Dix (Quarantine cottage—Trachoma) .....	17	20
Roosevelt (Hospital) .....	19 and 2 infants	24
Nightingale .....	26	26
Lowell .....	35	35
Howe .....	27	26
Fry .....	26	26
Disciplinary .....		
	312 girls	
	2 infants	
Certified capacity .....		314

#### System and methods:

Girls committed are brought to the institution by a woman officer of the school. Whenever a girl at any county jail or city prison has been committed to the State Training School, the sheriff of the county, or other responsible officer, notifies the superintendent, whereupon an employee of the institution is sent for the girl. On arrival at the institution such girl is quarantined for a period of two weeks in whatever cottage offers a vacancy. The advisability of this practice is questionable. There ought to be a separate quarantine and receiving cottage: After the quarantine period, the girls are distributed among the cottages according to a classification based upon the following factors: Color, age, previous life, etc., and the results of observations during the quarantine. Two cottages, Van Buren and Clinton, are devoted to colored girls.

\* One room in each of these cottages is too hot for occupancy in summer, being over the laundry boiler.

\*\* Girls' rooms in administration building have been condemned. Three rooms in Van Buren saved for colored girls quarantined in Dix.

One cottage is set aside for girls returned for violation of parole. The same cottage is used to a certain extent as a disciplinary cottage. Girls are not necessarily kept in the cottage to which they are first assigned. Transfers are made on the basis of subsequent observations of their character.

There are three divisions in the grading of girls. Every newly admitted girl is placed in the second grade. From this they can be advanced to the first grade, or demoted to the third. Third grade girls are kept in a separate cottage. The second and first grade girls occupy the same cottages. In the first grade, further subdivisions on the basis of conduct are made. These are indicated by ribbons or badges. The first, or red, ribbon is earned after six months of good conduct; similarly the second, or white, and the last, or blue. Each ribbon is given at the end of six months' good record. Additional privileges accrue to owners of ribbons, and the owners of three ribbons constitute practically an honor group. This latter class, for example, is allowed to wear white dresses in the chapel, and to have other highly prized privileges denied to the others.

Girls are paroled at any time after their commitment to the institution, when in the judgment of the superintendent and board of managers they are fit to take up their normal activities in free life. Generally, however, parole does not take place until after two years at the institution.

The clothing worn by the girls at the institution is of plain gingham of several patterns, the choice of which is given the girls. Such choice extends also to the style of the cut. As a rule, separate clothing is provided for working hours, and for chapel and school, with additional privileges as referred to above. When released on parole each girl is given:

1 suit.  
2 house dresses.  
2 suits underwear.  
1 pair shoes.

1 shirt waist.  
2 white aprons, 2 gingham aprons.  
1 hat.  
Stockings, handkerchiefs, gloves and toilet necessities.

#### Activities:

The activities may be subdivided into cottage, book school, industrial and general institution activities.

Each cottage is a separate unit, supervised by a matron, who is assisted to a certain extent by other officers living in her cottage. The girls spend by far the greater part of the twenty-four hours of the day in the cottages. They take their meals, have their recreation, do their personal sewing, etc., there. They leave the cottages

for school and industrial training (including farm work and activities about the grounds and campus), for chapel exercises, general entertainment and outdoor recreation.

The routine in the cottages is very much the same throughout the institution. A sample of the regular daily program was given as follows:

A. M.	
6:30	Rising bell for those not already up for "downstairs" work. (kitchen, etc.)
8:40	Starting bell for school.
8:45 to 11:45	School session.
12:00	Return to cottage for meal.
P. M.	
1:25	Starting bell for school.
1:30 to 3:45	School session, except Friday and Saturday.
4:00 to 5:00	Singing school, except Monday and Saturday.
5:30	Supper.
4:00 to 7:00	Physical culture classes.
7:00 to 8:00	Recreation in cottages.
8:00 to 8:30	Girls retire for the night.
On Friday:	1:30 Jewish service, gymnasium. 1:30 Catholic service, industrial building. 2:30 Protestant service, in chapel. 3:00 Episcopal service, industrial building.

In each cottage the cooking, cleaning and some of the laundry work is performed by the girls living in that cottage. Girls tidy their rooms before 8:30, the time at which they leave for school or work, the majority of the girls leaving the cottage at that hour. Some remain in the cottages and do the cooking, and others the housecleaning, etc., all under the supervision of a matron. The system is so arranged that each girl has her chance at every form of cottage work. This enables a girl to learn all forms of household work that would fit her for such work after her release. A certain amount of correlation exists between cottage work and industrial training, such as dressmaking, laundry classes, cooking classes, etc. The caring for the grounds in general, including lawns, flowerbeds, walks, etc., is in charge of the farm and garden matron.

#### School:

Only elementary instruction is provided in the book school. Most of the girls are required to attend the book school in the morning or afternoon. With the present crowded condition of the industrial building, the school system is not developed to its full possibilities.

The various classes on the day of the inspection consisted of the following:

1st grade.....	11 girls
2d grade.....	31 "
3d grade.....	28 "
4th grade.....	28 "
7th grade.....	21 "
8th grade.....	16 "
	<hr/>
	128 "

Other classes were not in session, it was stated, because of vacancies and vacancies. The spirit and method of instruction at the school, in so far as one could observe within so short a time as the present inspection, seemed excellent.

We quote in this connection from the annual report of the school for the year 1913:

"The experience of conducting classes without books, which were destroyed because of the trachoma epidemic, has been of great interest and value, both to the population and the teachers, and well worth the extra preparation on the part of the teachers."

The school is considerably handicapped in its work for lack of room. Instruction without textbooks, and in accordance with outlines prepared by the teachers, has been worked out in a most successful form at the Elmira Reformatory, and it is gratifying to find that the system has proved beneficial also at this institution. Considerable practicable application of school work, both in arithmetic and English, to the problems of the institution makes the work both instructive and useful to the pupils.

#### Industrial Training:

Trade instruction is divisible into two groups: One, that of formal instruction given in the trade classes, which is considered practically part of the school; the other, work performed in the cottages by the girls, or elsewhere in the institution, part of which is practical application of the things taught in the trade school.

The trade classes are the following:

Sewing — 2 sections — 21 and 22 girls in each room.....	43
Dressmaking — 2 sections with 12 each.....	24
Laundry — 2 sections — 14 and 17 each.....	31
Cooking — 2 sections — 12 and 14 respectively.....	26
	<hr/>
	124

The two sections in sewing represent advanced and elementary classes.

The book school instruction and trade school instruction are divided into morning and afternoon sessions, so as to give every girl

a chance to attend both book school and, as far as possible, the trade school. The work of the trade school is so correlated with the institutional work of the same kind as to make application possible.

Cooking school classes are of four months' duration. The girls, in addition to the formal training they receive, also perform a considerable amount of work in the way of preparing pickles, preserves, canned goods, etc. The small size of the cooking class is caused by the limited space in the classroom. There is but one classroom available.

Sewing is probably the most important single trade taught. There are four stages, ranging from simple sewing as a preliminary, to advanced dressmaking. The average class here, too, lasts about four months, but the weekly number of hours varies, depending upon whether the sessions are held in the morning or in the afternoon. The total number of hours of morning sessions in a week are twice as many as for the afternoon. The showing of the sewing class is most commendable. It is found possible in these classes to make all clothing, both for institutional wear, and for girls sent out on parole.

The laundry class lasts from 4 to 6 months, and instruction is given in the use of the various pieces of apparatus used in laundering and ironing the clothing used in the institution.

The correlation with practical work in all industrial classes, while attempted, and in the process of extension, has not yet attained the grade of efficiency found in other institutions of the State. That is, while the industrial class training is put to practical application in cottage work, the two do not yet constitute an integral whole. The principal of the school, who has charge of this branch of the work, said that they were working at this correlation as one of the most important improvements of the curriculum, and that they hoped to perfect such correlation.

It is to be noted that at school and at work the separation of white and colored girls is not carried out, either in the grade or in the industrial classes.

#### Farm:

The farm activities at the school cannot amount to very much with only 117 acres of land available, of which a good part is occupied by the buildings, lawn, etc. Nevertheless, the value of the farm products raised during 1913, determined by the standards set by the State Agricultural Department, is said to have been \$2,762.57, a good showing indeed.

*Discipline:*

The ordinary discipline is carried on in the individual cottages by the matron, under the direction of the assistant superintendent. Report is made of each punishment imposed, and record of it is kept at the office. In extreme cases, of after three months of generally unsatisfactory conduct and work at the cottage, girls may be demoted to the third grade and transferred to the third grade building. The forms of punishment in vogue at the school are chiefly the withdrawal of privileges in much-prized details, as to wearing apparel, recreation, etc. No corporal punishment is allowed and the privilege of writing monthly letters is not lost under any disciplinary measures.

The daily routine is divided into what is called "periods of silence," and other periods during which talking is allowed. The silence periods are particularly those at school, in the trade schools, at work, at meals, and on passing through the grounds. Talking through the silence periods is punishable, but the rule is not too rigidly enforced; a certain amount of quiet communication is overlooked especially in the trade classes and at work.

*Medical Department:*

There is a resident physician who is responsible for the sanitary condition of the institution. Careful physical examination is made of every girl on admission. During the past year or two, the institution has suffered from a very serious epidemic of trachoma, which at one time placed the whole school under quarantine so that no new inmates were admitted. The epidemic began about June, 1912, and was gotten under control about February, 1913, but the precautions then adopted are still being carried out. The door knobs are covered with antiseptic gauze, and many of the girls' heads are similarly covered. There are only a few cases of trachoma now, and these are under care in Dix Cottage. This epidemic has very seriously affected the work of the institution.

The regular taking of throat culture for examination by the State Board of Health is carried on in the case of all girls admitted. The school receives visits from an ophthalmologist and a dentist, and other specialists if necessary. For dealing with the feeble-minded girls, the school has no psychologist of its own. Through the cooperation of the State Board of Charities, some examinations, by means of the Binet-Simon tests, have been made. This work can hardly be considered adequate, however, without a resident psychologist.

*Recreation:*

The usual standard forms of recreation are found at Hudson. In addition to the regular recreation periods within the cottages, there are general entertainments, games, lectures, and more recently, phonograph concerts.

Roller skating has been introduced. A certain amount of the physical culture may also be considered recreation, especially that part consisting of games, races, and apparatus work.

The following statement of the weekly routine of work in two typical cottages is of interest and value.

## MONDAY, A. M.

5:00	Girls called by laundry officer. Crockery washed, bed left airing, and girls taken to laundry for personal washing for officers and girls.
6:00	Kitchen officer goes down with her girls.
6:30	Matron rings rising bell for those not already up for downstairs work. Rooms are cleaned and beds aired until after breakfast.
7:00	Trays are served to quarantine and punishment girls on both corridors, by matron.
7:15	Breakfast.
7:45	Beeds are made, rooms and corridors finished by girls not needed in kitchen.
8:30	Storehouse girls are taken to work by the storekeeper.
8:40	School girls taken by the matron.
9:00	Sick girls taken to pharmacy by matron.
9:30 to 10:30	Matron expected to interview assistant superintendent and steward if necessary.
8:30 to 11:40	After corridor work is finished, laundry officer returns to laundry and finishes washing. As quickly as clothes are dry, the ironing is done, and girls not needed in kitchen come in to help.
10:45	Matron returns to cottage for general inspection and direction of work. She may have to go to school and take charge of the room while the sewing teacher fits dresses. On proper day, lawn must be mowed, and the cottage takes its turn cleaning the gate house, etc.
11:40	Matron goes for school girls.
11:50	Quarantine and punishment trays served by laundry officer.
12:00	Dinner served.

## P. M.

12:45	Trays sent to the kitchen by matron.
12:45 to 1:30	Girls get ready for school. Matron on first corridor, laundry officer upstairs on second corridor.
1:25	School girls taken by matron.
2:00	Laundry girls taken down by laundry officer, to finish ironing.
2:45 to 3:50	Matron is answering telephone, looking over girls' mending and keeping them employed in other ways. She may have to get girls ready and take them to main building for visits, etc.
3:40	Matron goes for school girls.
4:00 to 5:30	Cottage work of various kinds.
5:30	Supper.
6:45 to 7:45	Recreation.
7:45 to 8:00	Girls prepare for bed. Locked in for night by 8:00.
8:00	Reports for the day and requisitions for the following day must be made out by matron.

## TUESDAY, A. M.

6:00 Kitchen officer takes girls down.  
 6:30 Rising bell rung. Matron oversees first corridor work, and laundry officer second corridor work.  
 Morning program same as on Monday, except that laundry officer assists in upstairs work when laundry work left from Monday is finished.  
 Pressing for outgoing girls also done in this cottage.

## P. M.

1:00 to 6:00 Kitchen officer off duty. Her place filled by laundry officer.  
 Afternoon program same as on Monday.  
 4:00 to 5:00 Singing school. Girls taken by supply officer.

## WEDNESDAY, A. M.

Washing of all bedding; therefore, program identical with that of Monday.

## P. M.

1:00 to 6:00 Laundry officer off duty. Matron has charge of both upstairs corridors, so girls taken to school by supply officer. Matron gives mid-week baths.  
 4:00 to 5:00 Singing school. Girls taken by supply officers.

## THURSDAY, A. M.

Program follows that of Tuesday.

## P. M.

1:00 to 6:00 Matron off duty. Laundry officer has charge of both upstairs corridors, so girls taken by supply officer to school.  
 4:00 to 5:00 Singing school girls taken by supply officer.

## FRIDAY, A. M.

Program follows that of Tuesday.

## P. M.

1:30 Jewish and Catholic girls taken to service by supply officer.  
 2:30 Protestant girls taken to service by matron.  
 4:00 to 5:00 All girls having the privilege, taken to singing school by matron.

## SATURDAY, A. M.

Program follows that of Tuesday. All extra cleaning done at this time. Cottage takes its turn cleaning the chapel.

## P. M.

Devoted to baths, hair-washing and the girls' personal mending. Officers finish tasks left over during the week. Many visitors usually come at this time.

## SUNDAY, A. M.

7:30 Rising bell.  
 9:00 Breakfast, one officer off duty from 9 to 1 o'clock.

## P. M.

12:30 Dinner for girls.  
 1:00 Dinner for officers; one officer off duty every other Sunday from 1 to 6.  
 3:00 to 4:00 Services in chapel.  
 4:00 to 4:30 Girls taken for walk by matron.  
 5:30 Supper.  
 7:00 Vespers.

## INSPECTIONS

## General notes.

Matron is always prepared for unexpected duties, such as showing visitors and inspectors through the cottage, and receiving friends of any of the girls who may be allowed to come to the cottage.

Fire drills must be given twice a week.

All workmen who are sent to repair or do new work in the cottages must be accompanied by matron.

Record books must be written up, for the most part at night, as interruptions are so many it is impossible to do this during the day.

Wednesdays, girls must be taken for refraction and for eye inspection at the hospital and Thursdays for dental work.

## CLINTON (COLORED COTTAGE) 2 OFFICERS, 24 GIRLS.

## MONDAY, A. M.

5:30 Assistant matron calls laundry girls, takes 6 girls to do washing, 1 for pantry work, 1 for girls' cooking, 1 for officers' cooking, 1 to clean dining-room, 1 to take care of ashes and clean corridor 1 to clean annex.

6:00 Matron calls girls not already up, for down-stairs work. She has a girl to clean the girls' baths, 1 to clean recreation room, 1 to wash girls' crockery, 1 cleaning vestibule and 2 cleaning corridors.

7:00 Breakfast.

7:30 to 8:15 Girls clean their rooms and matron inspects all rooms and stand, drawers, etc.

8:15 to 8:40 Get ready for school.

8:40 Matron takes girls to school.

9:00 Sick call at pharmacy.

9:30 to 10:30 Interviews with assistant superintendent and steward, if necessary.  
 8:40 to 11:40 Girls who do not go to school (no book school classes on Monday morning) finish laundry work, polish corridors, clean clothes room, girls' pantry and officers' pantry.

11:40 Matron goes for school girls.

12:00 Dinner. After dinner corridors are dusted, dishes washed, kitchen floor scrubbed, range cleaned, sink scrubbed and polished, laundry scrubbed and put in order.

## P. M.

1:25 Matron takes girls to school.  
 1:30 to 3:30 Girls who do not go to school, mend, do plain ironing, or clean windows, etc.

3:40 Matron goes after school girls.

4:00 All girls have baths (daily baths taken by all colored girls).

4:30 Assistant matron takes girls downstairs to start supper, also some girls to finish ironing.

6:00 Supper. After supper work is done which takes until about 7:15.  
 7:15 to 8:00 Matron takes girls outdoors if weather is fine, or if cold or stormy, to recreation room, where they read, sew, or sometimes sing, until bedtime.

8:00 Girls locked in for night.

Daily program practically the same, as washing is done every day (in colored cottage) of bath and face towels, stockings and girls' work dresses. Matron inspects girls' stockings every night and sees that they are properly mended. She also inspects all clothing twice a week and sees that everything is in proper condition.

## SUNDAY.

The work is so arranged that there are only three girls downstairs at a time, as only one officer is on duty Sunday morning from 9 until 1. There is no scrubbing done on Sunday and no laundry except towels. For Sunday services—see Lowell Cottage Program. For singing school and culture classes, see regular program or work.



## LIVINGSTON COTTAGE.

*Dietary for one week in June.*

## SUNDAY.

*Breakfast.*

*Girls:* Oatmeal, syrup, bread and milk, postum.  
*Officers:* Creamed beef, creamed potatoes, wheat griddle cakes, toast, coffee.

*Dinner.*

*Girls:* Pork and beans, beet greens, peas, Johnny cake, bread, pudding, milk.  
*Officers:* Meat pie, gravy, mashed potatoes, beet greens, creamed peas, prune pudding, hard sauce, tea.

## SUPPER.

*Girls:* Beef hash, lettuce, bread and milk, butter, postum.  
*Officers:* Fried bacon, creamed potatoes, pork and beans, lettuce, olive oil, cheese, creamed toast, rolls, loaf cake, caramel pudding.

## MONDAY.

*Breakfast.*

*Girls:* Fatina, cream, syrup, bread and milk, postum.  
*Officers:* Creamed meat on toast, creamed potatoes, toast, wheat muffins, coffee.

*Dinner.*

*Girls:* Pork stew, creamed peas, cottage pudding with cocoanut sauce.  
*Officers:* Roast beef, brown gravy, bread dressing, mashed potatoes, creamed peas, raspberry short cake, tea.

*Supper.*

*Girls:* Creamed potatoes, radishes, bread, butter, gingerbread, postum.  
*Officers:* Cold sliced beef, pickled beets, sliced onions, radishes, baking powder biscuits, snow cake, molasses cake, vanilla ice cream, coffee.

## TUESDAY.

*Breakfast.*

*Girls:* Cornmeal, cream, syrup, bread and milk, postum.  
*Officers:* Fried steak, fried potatoes, french toast, toast, coffee.

*Dinner.*

*Girls:* Roast beef, brown gravy, boiled potatoes, cream peas, rice pudding, chocolate sauce, milk.  
*Officers:* Pot roast, brown gravy, mashed potatoes, beef greens, creamed peas, custard pie, cheese, tea.

*Supper.*

*Girls:* Baked macaroni and cheese, lettuce, radishes, crackers, postum.  
*Officers:* Cold sliced beef, Saratoga chips, ham sandwiches, currant tarts, molasses cake, tea.

## WEDNESDAY.

*Breakfast.*

*Girls:* Oatmeal, syrup, bread and milk, postum.  
*Officers:* Oatmeal, cream, creamed beef, fried potatoes, toast, coffee, stewed prunes.

*Dinner.*

*Girls:* Stewed mutton, dumplings, boiled rice, gravy, rice pudding, lemon sauce.  
*Officers:* Roast beef, brown gravy, mashed potatoes, lettuce, olive oil, prune pudding, whipped cream, tea.

*Supper.*

*Girls:* Creamed macaroni, lettuce, onions, bread, butter, sugar cookies, postum.  
*Officers:* Fried bacon, creamed potatoes, creamed peas, lettuce, olive oil, onions, cornbread, cheese, sponge drops, snow cake, stewed prunes with cream, tea.

## THURSDAY.

*Breakfast.*

*Girls:* Cornmeal, syrup, bread and milk, postum.  
*Officers:* Creamed beef, creamed potatoes, toast, coffee, ginger cookies.

*Dinner.*

*Girls:* Roast beef, brown gravy, bread dressing, creamed peas, cottage pudding, chocolate sauce.  
*Officers:* Pea soup, croutons, creamed peas, lettuce, olive oil, mashed potatoes, fried bacon, indian pudding, tea.

*Supper.*

*Girls:* Creamed potatoes, lettuce, bread, butter, molasses, cake, postum.  
*Officers:* Beef hash, fried potatoes, pork and beans, lettuce, cheese, ginger cookies, plain cake, tea.

## FRIDAY.

*Breakfast.*

*Girls:* Oatmeal, cream, syrup, bread and milk, postum.  
*Officers:* Fried steak, fried potatoes, cakes, toast, coffee.

*Dinner.*

*Girls:* Creamed codfish, mashed potatoes, lettuce, bread pudding, nutmeg sauce.  
*Officers:* Beef soup, croutons, creamed codfish, mashed potatoes, lettuce, olive oil, creamed peas, prune whip with cream.

*Supper.*

*Girls:* Potato salad, lettuce, stewed prunes, sugar cookies, postum.  
*Officers:* Fried bacon, fried eggs, pork and beans, lettuce, olive oil, cheese, potato salad, toast, stewed prunes, cream, ginger cookies, sponge cake, tea.

## SATURDAY.

*Breakfast.*

*Girls:* Hominy, syrup, toast, butter, milk, postum.  
*Officers:* Fried bacon, creamed potatoes, toast, coffee.

*Dinner.*

*Girls:* Pork and beans, creamed peas, lettuce, mustard dressing, banana ice cream, sugar cookies.  
*Officers:* Roast beef, brown gravy, roast potatoes, creamed peas, lettuce, olive oil, pickled beets, rolls, caramel icecream, snow cake, iced tea.

*Supper.*

*Girls:* Cheese sandwiches, creamed rice, cottage cheese, baking powder biscuits, molasses cake, postum.  
*Officers:* Ham and eggs, Saratoga chips, parker house rolls, cheese, loaf cake, molasses cookies, chocolate pudding, whipped cream, coffee.

## SCHUYLER COTTAGE.

*Dietary for one week in August.*

## SUNDAY.

## Breakfast.

*Girls:* Oatmeal, cream, postum, bread, milk, syrup.  
*Officers:* Oatmeal, cream, creamed potatoes, toast, creamed meat, parker house rolls, coffee.

## Dinner.

*Girls:* Roast lamb, mashed potatoes, greens, gravy, cucumbers, icecream, cake.  
*Officers:* Roast lamb, mashed potatoes, greens, gravy, pickled beets, sliced tomatoes, bread, butter, tea, ice cream, cake.

## Supper.

*Girls:* Boiled rice, bread, milk, sliced tomatoes, cake.  
*Officers:* Creamed dried beef, creamed potatoes, hot biscuits, cucumbers.

## MONDAY.

## Breakfast.

*Girls:* Farina, postum, cream, bread, syrup.  
*Officers:* Farina, cream, creamed potatoes, coffee, tea, bread, butter, hash.

## Dinner.

*Girls:* Split pea soup, boiled potatoes, tomatoes, bread, rice pudding.  
*Officers:* Steak, boiled potatoes, stewed tomatoes, pickled beets, bread, butter, tea, cottage pudding.

## Supper.

*Girls:* Bread, milk, macaroni, cucumbers, cookies.  
*Officers:* Creamed dried beef, hashed potatoes, bread, butter, cake, iced tea.

## TUESDAY.

## Breakfast.

*Girls:* Oatmeal, cream, postum, bread, syrup.  
*Officers:* Oatmeal, cream, creamed potatoes, poached eggs, toast, cookies, bread, butter.

## Dinner.

*Girls:* Soup, potatoes, gravy, roast beef, Swiss chard, bread.  
*Officers:* Roast beef, potatoes, gravy, peas, beets, bread, butter chocolate pudding, tea.

## Supper.

*Girls:* Hash, macaroni, pickled beets, bread, milk, cookies.  
*Officers:* Welsh rarebit, sliced cucumbers, bread, butter, cake, iced tea.

## WEDNESDAY.

## Breakfast.

*Girls:* Hominy, cream, postum, milk, bread and syrup.  
*Officers:* Hominy, cream, creamed potatoes, poached eggs, toast, bread, butter, tea, coffee.

## Dinner.

*Girls:* Lamb stew, Swiss chard, potatoes, gravy, cucumbers, cold rice pudding.  
*Officers:* Roast lamb, mashed potatoes, beets, peas, gravy, bread, butter, tea, hot gingerbread with hard sauce.

## Supper.

*Girls:* Boiled rice, cucumbers, bread, milk, cookies.  
*Officers:* Creamed dried beef on toast, fried potatoes, cucumbers, bread, butter, cake, tea.

## INSPECTIONS

## THURSDAY.

## Breakfast.

*Girls:* Farina, postum, bread, milk, syrup.  
*Officers:* Farina, cream, creamed beef, creamed potatoes, tea, coffee, bread, butter, cookies.

## Dinner.

*Girls:* Beef, beans, potatoes, gravy, bread, rice pudding.  
*Officers:* Steak, beans, mashed potatoes, gravy, beets, bread, butter, tea, cream, rice pudding.

## Supper.

*Girls:* Macaroni, bread, cucumbers, cookies, milk.  
*Officers:* Browned hash, creamed potatoes, cucumbers, bread, butter, tea, cookies.

## FRIDAY.

## Breakfast.

*Girls:* Cornmeal, cream, bread, syrup, postum, milk.  
*Officers:* Cornmeal, cream, creamed mackerel, creamed potatoes, toast, cookies, tea, coffee.

## Dinner.

*Girls:* Creamed codfish, boiled potatoes, stewed tomatoes, bread pudding, cucumbers, bread, butter.  
*Officers:* Pea soup, creamed codfish, stewed tomatoes, cucumbers, bread, butter, tea, cake, pudding with sauce.

## SUPPER.

*Girls:* Boiled rice, bread, tomatoes, cucumbers, milk.  
*Officers:* Codfish cakes, fried potatoes, sliced tomatoes, bread, butter, tea, cake.

## SATURDAY.

## Breakfast.

*Girls:* Farina, cream, postum, bread, milk.  
*Officers:* Farina, cream, creamed potatoes, poached egg on toast, cinnamon rolls, bread, butter, tea, coffee.

## Dinner.

*Girls:* Bean soup, sliced tomatoes, bread, butter.  
*Officers:* Soup, roast lamb, mashed potatoes, stewed tomatoes, beets, gravy, bread, butter, chocolate pudding, tea.

## Supper.

*Girls:* Pork, beans, hash, cucumbers, bread, milk, cookies.  
*Officers:* Baked beans, breaded veal, cucumbers, bread, butter, cake, tea.

## The staff of the institution is as follows:

Hortense V. Bruce, superintendent	\$3,000 per annum and maintenance.
Mary A. Steer, assistant superintendent	1,000 " " "
Inez F. Strebhins, assistant supervisor of schools	1,000 " " "
Grace W. Sullivan, steward	100.00 per month and maintenance.
1 parole agent	75.00 " " "
2 parole agents	60.00 " " "
1 marshal	75.00 " " "
3 employees (office force)	50.00 " " "
1 employee (office force)	45.00 " " "
3 employees (office force)	40.00 " " "
1 cottage matron, at	50.00 " " "
9 cottage matrons, at	45.00 " " "
2 cottage matrons, at	40.00 " " "

1 assistant matron, at.....	\$40.00 per month and maintenance.
2 assistant matrons, at.....	37.50 " " " "
4 assistant matrons, at.....	35.00 " " " "
8 assistant matrons, at.....	32.50 " " " "
9 assistant matrons, at.....	30.00 " " " "
3 assistant matrons, temporary for relief, at.....	30.00 " " " "
1 general teacher.....	60.00 " " " "
1 general teacher.....	55.00 " " " "
1 general teacher.....	50.00 " " " "
1 music teacher.....	35.00 per month and \$16 for main.
1 physical instructor.....	50.00 per month and maintenance.
3 trade instructors.....	45.00 " " " "
1 trade instructor.....	40.00 " " " "
1 resident physician.....	1,500.00 per annum and maintenance.
1 hospital matron.....	70.00 per month and maintenance.
1 nurse.....	59.00 " " " "
1 garden matron.....	40.00 " " " "

*Male employees.*

Engineering:	
1 engineer.....	\$84 per month and \$16 per month for maintenance.
1 assistant engineer.....	65 " " 15 " " "
2 assistant engineers.....	60 " " 12 " " "
4 firemen.....	45 " " 15 " " "

## Building and Repairs:

1 mason and general helper.....	\$75 per month and \$16 per month for maintenance.
2 carpenters.....	55 " " 16 " " "
2 employees.....	40 " " 16 " " "
3 laborers.....	35 " " 16 " " "
2 temporary laborers.....	35 " " 16 " " "
1 coachman.....	50 per month.
3 male guards.....	45 " " 16 " " "

## RECOMMENDATIONS MADE.

It is strongly urged that appropriations be granted for the following improvements, found necessary in the course of inspection:

1. (a) Three additional cottages, \$66,000.
- (b) Tuberculosis hospital, \$15,000.
- (c) A disciplinary building, \$15,000.
- (d) A new industrial building, \$65,000.
- (e) The erection and furnishing of a staff-house and of an employees' house, \$50,000.
- (f) The acquisition of additional land, \$85,000.
- (g) The erection of a protective iron fence (at a cost less than the estimated price of \$20,000).
- (h) Fire protection, \$19,130.
- (i) Miscellaneous requests for repairs and renewal of electricity, steam and water supply, etc.

2. Girls in quarantine upon admission should not be distributed in all the cottages. There should be a separate reception cottage used exclusively for that purpose, or a sufficient number of separate rooms in the hospital should be so used.

3. Every inmate should appear before the parole committee of the board of managers within a year subsequent to the date of admission, and the nature of her case presented and discussed by such committee of the board of managers.

4. Coordination of the industrial classes with the trade and cottage work should be extended and further developed along the lines in which a beginning has already been made.

5. A resident psychologist should be added to the staff, for the purpose of aiding the administration in the proper classification and assignment of inmates in forming a plan for their training, and in order to contribute scientific data to the subject of delinquency.

STATE AGRICULTURAL AND INDUSTRIAL SCHOOL,  
INDUSTRY.

Inspected	By—	Population.
July 14, 1914	E. R. Cass.....	700 boys
Nov. 15, 1914	Philip Klein.....	722 boys

The State Agricultural and Industrial School is located at Industry, Monroe County, on a tract of land of approximately 1,450 acres.

The school is a juvenile reformatory, and represents the cottage-plan system on a larger scale than any institution in any of the neighboring States. It is the only State juvenile male reformatory in New York designed on the cottage plan. It is for the reception of all male children between the ages of seven and sixteen who shall be legally committed to it. The school is under the control and management of a board of seven managers appointed by the Governor. The superintendent is appointed by the boards of managers and is the chief executive officer.

There are thirty-two cottages used for the detention of boys, and these, as well as other buildings, lie scattered over the ground with no surrounding wall or other physical barrier between the school grounds and the surrounding country.

As the name indicates, there are two chief activities conducted at the school: Agricultural and industrial. Each cottage is considered a colony, and the colonies are divided into two large groups, called the farm colonies and industrial colonies respectively. Out of thirty-two cottages, nine are considered industrial colonies and the remainder farm colonies. A farm colony covers an average of fifty acres, while an industrial colony embraces about three acres.

There are two types of cottages. Those built more recently are designed on a different architectural plan from the older ones. The larger number of cottages are built generally on the following plan: On the ground, or first floor, about one-half of the length of the house is occupied by the dining and living rooms, separated by a partition, so designed that free communication is possible. The dining-rooms are equipped with large tables and a special table for the supervisor, matron, guard, and an occasional guest. The living room is also used as a schoolroom. There is no central school-house, but, instead, teachers make their rounds from cottage to cottage. The rooms for the use of the supervisors and matron are also on the ground floor. The supervisor and matron are man and wife, and have full charge of the cottage in which they reside.

The second floor contains a dormitory with from twenty-three to twenty-five beds, also a room for the guards, and a special room equipped with toilet and bathing accommodations. In the more recently built cottages the plan is very much better, in that it gives more room and allows a better arrangement of rooms.

In these, the bathroom and toilet is in the basement, the supervisor's sleeping quarters on the same floor with the dormitory, and a larger living room for the supervisor on the ground floor.

The industrial colonies are located in the center of the farm. Close to these cottages are the administration building, teachers' cottage, the Protestant and Catholic chapels, and the assembly hall. At some distance from the administration building are located the hospital, the contagious disease cottages, and at some distance from these the superintendent's residence. Situated in about the center of the group of the industrial cottages are the industrial buildings, in which are the equipment for the various industries. There are also five cottages for employees' families, a service cottage for guards, and a few small residences for some of the employees, including the chaplain and steward.

The chief advantage of the cottage plan is that it gives good opportunity for proper and fundamental classification. The administration aims to classify the inmates so as to get practically homogeneous groups that can be treated along the same lines.

The farm colonies are for boys who are less tainted with crime and manifest more satisfactory indications of better development. Boys who have a criminal history, who are more difficult to handle, and less promising, are assigned to the industrial colonies.

For detailed description of the system in vogue at the school, and of the cottage life, the reader is referred to the report embodied in the Annual Report of the Prison Association for 1913.

At the time of the first inspection in 1914 not all of the cottages were visited. Some of the farm and industrial cottage groups, the administration building, hospital cottages, creamery and storerooms were visited by the inspector, in company with the resident physician. In every group, or colony, work was going on and the activities among the boys were quite commendable. Some of them were doing chores in the cottages, others were working about the adjacent grounds, while still others were occupied in work about the grounds and at farm work.

On Sunday, November 15, 1914, the usual daily activities were not going on. The regular morning services were held at the Catholic and Protestant churches, and the Jewish services in the administration building. The boys, as usual, were brought down by the supervisors from their respective cottages and taken back again. Consistent with the principles upon which the school is conducted, no communication was allowed between the groups from the different cottages, either before or after the services.

In Tonawanda Cottage some kindergarten desks have been installed so that the little fellows of that cottage will not have to sit at tables too high for them. Oatka Cottage was being used for the feeble-minded group of a more pronounced type. In Teugega Cottage, which is the disciplinary group of the institution, all the boys were spending the afternoon in the large dormitory which is situated in the industrial building. The day was stormy and cold, so that all the children remained indoors. There were forty-eight inmates of the last named cottage. All of these were huddled together in the same dormitory, some of them lying on beds, others idling about in the narrow spaces between the beds.

The neatness and general condition of the boys' clothes was found to be considerably better than it was a year ago. The shoes were found to be badly worn, however, and in need of repair, especially those worn by the boys in the disciplinary cottage.

The health of the institution, according to the physician's record, is particularly good, but the hospital conditions are inadequate. This fact was established long ago, and, in 1912 the Legislature,

recognizing the immediate necessity for enlarging hospital facilities, both for the general and contagious cases, appropriated \$10,000 for the construction of an annex to the general hospital, and \$3,000 to remodel and enlarge the contagious hospital. The contagious hospital is usually overcrowded, and in the winter patients are obliged to sleep on the front veranda, on mattresses in the halls, and in tents. The inadequate facilities in the general hospital prevent the physician from keeping the boys there in order to carry on surgical and corrective work, such as the removal of adenoids, enlarged tonsils and performing circumcisions. At the time of this inspection (July 14th) the physician's records show the following cases in need of attention and awaiting a chance for treatment.

Adenoids.....	16
Enlarged and diseased tonsils and adenoids.....	62
Enlarged and diseased tonsils.....	35
Enlarged right tonsil.....	2
Hydrocele.....	1
Right inguinal hernia.....	4
Redundant foreskin, requiring circumcison.....	107
Phimosis, requiring circumcison.....	30
Variocoele.....	5
	<hr/>
	264

It is obviously essential that cases of this kind should receive attention.

The industries are run on a small scale. Industrial work should be an important phase of the institutional training, and therefore should be developed to its highest possibilities, not so much for the production of necessary material, as for the purpose of giving trade training to the boys. There is a strong probability that many of the boys will ultimately find themselves in cities, and in such cases a knowledge of farm work will be of little use. Farm work is highly desirable because of the open-air life, which makes possible the development of good health, and in cases where boys intend to follow farming as a means of livelihood, it is most commendable. Nevertheless, the boy who has no natural desire or bent for this kind of work or life should be provided for in a different way.

Another matter that has not received the attention that we deem proper is the basis of differentiation between farm and industrial cottages. It was pointed out in our first inspection report on this institution that all industrial cottages have day and night guards. The farm cottages have neither day nor night guards, so that the difference between the industrial and farm cottages amounts to a difference between honor cottages and cottages under strict super-

vision. We do not think that division along these lines is proper. There ought to be honor groups among the industrial cottages as well as among the farm cottages, and there ought to be night guards, in some of the farm cottages at least, as well as in the industrial colonies.

The composition of the disciplinary cottage is the most serious drawback of the institution. The census shows that it houses twice the number that the cottage was originally intended for. For sleeping purposes, one-half of the boys occupy the dormitory referred to. In this cottage all of the boys found guilty of serious infractions of discipline are received, so that the so-called "worst boys" from all the cottages are here congregated. Assuming that all of the "worst boys" from the different cottages are equally bad, their assembling together in the same disciplinary cottage, from which they are then sent back to the various cottages, might not be considered as a very serious evil. But a large number of the infractions for which they are sent to the Teugega Cottage are escapes, and escapes occur for the most part within the first period of their detention in the school, and they occur pretty generally from most of the cottages. Escape, therefore, in a large number of cases is not a sign of turpitude, but a natural reaction against confinement. The commingling of these offenders with the real "bad" boys is the thing that works the greatest injustice in the matter of discipline by assignment to Teugega Cottage.

We have previously recommended that there be an additional disciplinary cottage for the better classification of these boys. It has been found impossible to obtain the appropriation for an additional cottage. There is, however, no reason why one of the cottages now used as an industrial cottage should not be turned into a disciplinary cottage and the inmates of such cottage distributed among the other cottages.

We consider the opposition to this plan not to be sufficiently well founded. It is to be expected that any change will be found difficult, but that is no reason for not making the attempt.

The superintendent is planning to ask for an appropriation for an additional disciplinary cottage. Also he has planned to transform Seneca Cottage, which is now one of the farm colonies, into a semi-farm, semi-industrial colony, and to ask for an instructor in manual training for that cottage. It would probably be necessary to go over carefully the school curriculum and the industrial curriculum of the cottages before deciding whether this would be a desirable change, and whether it would make for the better inter-relation between farm and industrial colonies.

The fundamental principles upon which the school has been planned are, we think, not excelled anywhere in this State, and probably not in the United States. It is for that reason that the above criticisms are especially important.

#### HOUSE OF REFUGE, RANDALLS ISLAND, N. Y.

INSPECTED BY E. R. CASS, JUNE 3, 1914, 2:45 TO 5 P. M.

Capacity between 800 and 1,000.

Superintendent, Edward C. Barber.

The House of Refuge is conducted by the Board of Managers of the Society for the Reformation of Juvenile Delinquents in the City of New York, an organization incorporated in 1824 for the purpose of conducting this school. It is the earliest reform school for children in the United States. It has occupied its present site on Randalls Island since 1854.

The Board of Managers is a self-perpetuating body, the members of which serve without compensation. Although the form of the institution is private, the institution is practically financed by State funds.

Boys under the age of sixteen are received on commitment from children's courts or other courts having jurisdiction in the First, Second, Third and Ninth Judicial Districts of the State of New York. By amendment to the law in the year 1913 there may now be admitted also boys between sixteen and eighteen, if found guilty of a misdemeanor constituting a first offence anywhere in the State.

The House of Refuge is organized on the congregate plan, and the system in vogue is an inheritance of several scores of years. Present methods of educating the delinquent young unconditionally condemn this system. Nevertheless the institution will have to be used until the State Legislature grants sufficient moneys to build and organize the New York Training School for Boys, for which a site has already been procured at Yorktown Heights, but on which little work has so far been done.

The House of Refuge at present consists of two main buildings, a larger and a smaller one, and a number of other buildings used for industrial and scholastic purposes. The two main buildings were originally for the Boys' Department and the Girls' Department respectively. Since the discontinuance of the Girls' Department, both buildings are in use for boys only.

Inmates are classified to the extent of three divisions. The oldest occupies one wing of the larger main building for sleeping quarters. This consists of rooms or cells with the front wall entirely open, protected by light barring, and facing the outside wall of the building. Boys of the intermediate and of the youngest group sleep in dormitories in various parts of the two main buildings.

This classification into three divisions is carried out, not only in respect to sleeping quarters, but throughout all activities of the school. There are three distinct playgrounds for the three divisions and, when the census justifies it, three separate dining-rooms (with a smaller census only two dining-rooms). The division somewhat breaks down in school and at the military drill but the extent of communication possible on both of these occasions is comparatively small. The youngest, or primary division, is entirely separate from the other two divisions, so that to all intents and purposes they constitute a separate institution. This separation is possible by the use of the smaller "main building", originally used by girls, and therefore quite shut off from the rest of the grounds.

Two other divisions exist in the school, but these are not essentially a part of the classification. One group consists of quarantined boys, that is, boys who are held for two weeks after their admission under practically complete quarantine.

Within quarantine proper the three divisions that obtain throughout the institution are also maintained so that boys who eventually join the oldest division in the institution do not mingle with any but the same group within quarantine, and so on.

Because of the probation system and the additional facilities provided by the Jewish Protectory, the Juvenile Asylum and Lincoln Agricultural Farm, the census of this institution during 1913 had fallen to about half its usual number. It was less than four hundred, as contrasted with seven or eight hundred in previous years.

During the year 1914, because of the new law admitting certain boys between six and eighteen, the census has again risen so that it is likely again to reach its former size.

For details as to the physical plan and the general system in the institution, we refer to our Annual Report for 1913. There has been little or no change from the system since.

Boys are given both scholastic and trade instruction, the one in the morning and the other in the afternoon. Trade classes are conducted, and the boys in the various trades are required to do the practical work of the same nature throughout the institution. Scholastic education is given in cooperation with the Department of Education of the City of New York.

The inducements for teachers are not high, so that extraordinary results cannot be expected. An examination of the curriculum and of the methods of instruction leaves the impression that there is room for much improvement.

The conditions of cleanliness are generally satisfactory but at times have been found to be poor. On the date of this inspection it was found that the fire hose had been in the racks for a considerable period of time so that it was a question whether the hose could withstand anything beyond a minimum of pressure. The general appearance of the fire engine did not indicate that it could be put into immediate service. The steam gauge showed no pressure on the boiler and the fly-wheel and pumping apparatus were covered with dust and dirt. It is said that a great deal of reliance is placed on the service of the two fire boats which are stationed in close proximity to the Island. That, however, is insufficient protection against fire.

In the washroom for the boys, a good many of the combs were found broken. In the dining-halls the tablecloths were not clean nor were the legs of the tables or chairs; and many tables were still covered with crumbs and apparently in need of scrubbing. The water pitchers and soup dishes on the table were not satisfactorily clean. The clothing of the boys, when assembled on the parade ground for setting-up exercises, seemed untidy; their shoes unblackened, their hair too long and uncared for.

The institution is in the illogical position of being required to do good work on funds that are reduced because it is expected that the whole institution will soon be replaced by a modern one. Many of the unsatisfactory conditions found may be attributed to a lack of funds and to the lack of interest that necessarily follows when an institution is treated by the official authorities in a "step-motherly" fashion, and the impression is emphasized that its maintenance is only a temporary makeshift.

#### RECOMMENDATIONS MADE.

1. There should be a distinct understanding as to whether the institution is to remain or to go out of existence. The present indifference has in every way an injurious effect both on the physical condition and on the general running of the institution.

2. A better condition of cleanliness should prevail in the dining-room. The tablecloths should be kept free from dirt; the dishes and other eating utensils should be washed clean; tables and chairs should be scrubbed thoroughly.

3. Each inmate should be supplied with an individual outfit, consisting of a toothbrush, hairbrush, and comb. These can be kept in small bags hung on the side walls in the washroom, or kept in the cells, or on the dormitory beds.

4. The boys should have it impressed upon them that personal tidiness and cleanliness are highly important. They should be taught to keep their hair combed and their clothes and shoes clean.

## LOCKUPS

FIRST PRECINCT POLICE STATION, OLD SLIP,  
NEW YORK CITY.<sup>1</sup>

MARCH 4, 1914, INSPECTED BY PHILIP KLEIN.

Captain in charge, C. J. Fahey.

The First Precinct Police Station is situated so advantageously that it offers the best possibilities for good construction. It is placed practically in the middle of the street, constituting a miniature block, surrounded by four streets. The station was built in 1910. The prison construction is excellent. The main prison consists of three tiers, eight cells per tier. There are four cells in the row facing the corridor, and back to back with four other cells facing the corridor on the opposite side. Each of these corridors is divided into two parts, an interior and exterior. The outside wall consists of enameled brick with rounded corners and edges, and offers very pleasing and sanitary possibilities.

The windows for each corridor are two in number and are large, arranged in sections, and open obliquely, so as to supply ideal light and ventilation.

The outside corridor is continuous around the whole cellblock.

The entire construction is of steel. The stairway connecting the tiers is within one of the corridors.

Each cell contains water-closet and sleeping board, but no washstand. The washstands are situated in one of the corridors. The floor is concrete.

There is a space of about two and one-half feet between the uppermost tier and the ceiling of the enclosing room which contains the flushing tanks for the toilets. There is no bath.

Artificial light is supplied for the cells by an electric bulb in front of each cell, attached to the outside wall.

The lowest tier is used almost solely.

While the male prison is reached through a corridor leading from the entrance hall, where the lieutenant's desk is situated, the female part is reached directly through this hall. It is in plan much inferior to the male prison. It contains five cells arranged end to end, instead of side to side, and faces a corridor lighted by one window

<sup>1</sup>About 30 police stations in New York City were inspected by the Prison Association during 1914. Lack of space prevents the printing of these inspections, of which the above is typical.

at each end. The central corridor has an opening above, protected by a steel grating through which it receives part of its ventilation. The room above, into which this opens, is the matron's room, and contains also a flushing arrangement similar to that in the male department.

There is a very clever plan by which the garage for the automobile patrol is connected with the corridor leading to the male prison by a door, allowing the passage of prisoners directly from the inside of the station house into a patrol wagon without the possibility of public exposure. Both male and female prisoners can thus be transferred. However, it seems that this clever scheme is made little use of.

The number of detentions in the prison is comparatively small. There were two men and no women on the night before the inspection.

There are two attendants and two matrons assigned to this station. The uniformed force consists of 98 men, and the detective bureau averages 6 or 7. The number of arrests for 1913 was comparatively small; there were:

Misdemeanors.....	627
Felonies.....	65
Juvenile delinquency.....	38
Summonses.....	133

## GLENS FALLS POLICE LOCKUP, GLENS FALLS.

NOVEMBER 8, 1914, INSPECTED BY E. R. CASS, TIME, 3:55 TO 5:30.

The officials of the police department are responsible to the board of public safety, of which the mayor of the city is chairman. The chief of police is Fred D. Jenkins who is assisted by a staff of eleven patrolmen. There are also two male janitors, both of whom are on duty during the day and are responsible for the cleaning of the city hall buildings and the lockup.

There are about 300 arrests a year.

There is no matron; it was said that about three women are arrested during the year.

The lockup is situated in the basement of the city hall building. It consists of three rooms in a series, numbered 1, 2 and 3. All three rooms are of about the same size, 18 feet by 21 feet; the floors are four feet below the street level. The rooms are heated by steam, lighted by electricity, have brick side walls, painted grey, and cement



floors. Room No. 3 contains a steel cage, 9 feet 8 inches by 14 feet, and 7 feet high. The floors of the cage are of steel, the sides are bars. The cage in this room contains three cells, 4 feet 10 inches by 7 feet by 7 feet. Each cell is equipped with one iron hinged bed. The bedding consists of cotton mattress and blankets. There is also an old style iron toilet with a flush in each cell. The room has two windows on the west side, 4 feet by 3 feet, and two windows on the south side. It is the best lighted and ventilated of the three rooms, and it was said that for this reason it is mostly used, except in instances where there are females and juveniles in addition to adult male prisoners. There is also a wash sink and a hinged table on the north side of the room.

Entrance to all three rooms is from a central hallway.

Room No. 2 contains a cage which has three cells. These three cells are smaller in size than those in Room No. 3. The bad features are that there is only one window, which is on the west side wall, and that the cage is located close to the south side wall. Artificial light is practically always necessary.

Room No. 1 has the same undesirable features. The condition of poor ventilation and inadequate light is somewhat relieved because this room has an additional window. The cells are similar in size to those in Room No. 2. There is a sliding iron door for each room.

A section of the plaster on the ceilings in Rooms 2 and 3 has fallen to the floor.

The lockup was clean and well heated. There was no evidence of dampness, although it was said that when the heat is not on there is much dampness.

#### RECOMMENDATIONS MADE.

1. Because of the lack of sufficient light and ventilation, Rooms 1 and 2 should be used as little as possible.
2. A padded cell is a necessity for police lockups. A cell of this kind protects an inmate from his own violence, also protects the management from unwarranted suspicions of rough treatment.
3. New blankets and mattresses should be provided.
4. The ceiling in Rooms 2 and 3 should be repaired.
5. A better circulation of fresh air could be had in each of the three rooms if perforations were made at the top of the iron door at each entrance.

#### LOCKUP, TARRYTOWN.

DECEMBER 3, 1914, INSPECTED BY PHILIP KLEIN, TIME 9:40 TO 10:15.

William B. Bowles is the chief of police. A. Humphrey was in charge.

The lockup consists of a small one-story brick structure in the yard behind the building containing police headquarters. The brick structure contains the male lockup, and a small, frame extension provides quarters for the women. The male department consists of three cells, surrounded by corridors on four sides. A number of small windows near the ceiling give light and ventilation. The widest of the corridors contains a stove, coal bunk, sink and water-closet. One of the narrower corridors contains a toilet. Two electric lights hang in the wide corridor referred to.

The cells are divided by solid partitions from each other, but their outer walls consist of bars only. They have steel floors. The rest of the room is brick and has a brick floor and flat, wooden roof.

On the wall a number of tin cups hang from pegs. The cells have two bunks each.

The female department joins this room on the east. It consists of one cell with wooden bars, built against one side of the wall and separated by a space of three to four feet from the walls on the other three sides. In this space or corridor there are a hydrant, a sink, toilet, stove, and electric lights. In the cell there is a canvas bed. Everything except the canvas bed is of wood. The floor is concrete.

The lockup is cleaned by occasional lodgers and was found on the day of the inspection to be satisfactorily clean. There had been two male lodgers on the previous night and four on the night before that.

Two classes of inmates are confined in this lockup, prisoners arrested for various offenses and lodgers or tramps. The latter are by far the more numerous. The record for the last fiscal year is as follows:

	Lodgers.	Prisoners.
Nov. 1913.....	57	20
Dec. ".....	49	10
Jan. 1914.....	41	20
Feb. ".....	35	4
Mar. ".....	48	11
April ".....	73	9
May ".....	31	33
June ".....	10	12
July ".....	21	11
Aug. ".....	14	10
Sept. ".....	24	3

	<i>Lodgers.</i>	<i>Prisoners.</i>
Oct. 1914.....	54	9
Totals.....	457	152
Averages.....	<u>38.08</u>	<u>12.7</u>

The large number of prisoners in the month of May is accounted for by the anarchistic invasion of Tarrytown in that month. Prisoners are fed by the town. Lodgers are not fed. No bedding is supplied for any of the prisoners, whether male or female.

Tarrytown has a police force consisting of twelve men. Some of these occasionally transfer men from the lockup to the New York County Penitentiary. Such transfer, while apparently against the law, is accompanied by a fee of \$3.50, paid to the officer by the village. No such fee is paid for the transfer of prisoners from the lockup to the county jail at White Plains.

If the lockup is not called upon to care for any more prisoners than the figures here indicate, the present quarters may perhaps be considered adequate, though certainly they are not modern. But there is no provision for the confinement of minors.

#### RECOMMENDATIONS MADE.

1. There should be at least three departments in the lockup: For men, for women and for minors. Moreover, the accommodations should be so calculated as to provide, not for the average, but for the maximum. While there is no pressing necessity for increasing the lockup, the village should, as soon as possible, provide a modern and ample place of confinement.

#### CENTRAL POLICE STATION, NEW ROCHELLE.

JUNE 11, 1914, INSPECTED BY O. F. LEWIS.

The central police station is on Division Street, New Rochelle, and is a three-story building, faced with yellow brick, modernly equipped and of excellent appearance.

The chief of police is Mr. Timmins. The number of policemen and officers are as follows:

1 captain.  
2 lieutenants.

4 sergeants.  
32 policemen.

In the rear of the station house there are 20 cells for males, and in a separate room two cells for females.

The male prison is two tiers in height, containing on each tier five cells, back to back with five other cells. The construction is the usual modern steel construction of the Pauley Iron Co.

On the night of the inspection there was one man in the male section, charged with intoxication. There were no women prisoners in the women's section, which contains two cells in a separate room, the cell construction being similar to that of the male portion. Each cell was equipped with iron hinged bed, toilet, and set washbasin.

The jail was uniformly clean throughout. There were several vacant rooms which could be used for additional cells if necessary. The population rarely runs over five or six per evening.

In the basement is a tramp room, approximately 25 feet by 20 feet. There were two tramps sleeping on small, portable platforms, approximately 7 feet long by 3 feet wide, which stand against the wall when not in use and are laid upon the floor for use. The station receives tramps over night and lets them go in the morning without breakfast. Chief Timmins stated that prisoners held beyond court time in the morning (8:30) are given meals, which are brought from a neighboring restaurant and for which the city pays 25 cents per meal.

Chief Timmins is an able and benevolent man, with real interest in the welfare of his prisoners.

The station itself is one of the best of its kind the inspector has seen.

#### KINGSTON LOCKUP, KINGSTON, N. Y.

JULY 22, 1914, INSPECTED BY PHILIP KLEIN, TIME 4:00 TO 5:00 P. M.

The town lockup at Kingston, located at police headquarters in the city hall, is used especially for arrests in the section of the town in which it is situated and is in charge of the police department. James Allen Wood is chief of police. The lockup has been recently painted a bright color of oil paint. It consisted originally of four cells on one side and three cells on the other side, separated by a corridor. Entrance is gained through a door opening from the police office to this corridor. The corridor is lighted by a window at one end; each of the cells on one side has an outside window, and one of the cells on the other side is similarly lighted by an outside window, while the two others on the same side are lighted only indirectly from the corridor. The Prison Commission has caused the partitions between the one lighted cell and the two dark cells on this side to be removed, so that now all three cells on this side

receive their light directly through one outside window. One of the cells has a toilet, and running water, with basin. Each cell is furnished with two wooden bunks, suspended from the wall.

The county jail, situated in another part of the city, is used as a lockup for all cases in its vicinity. This town lockup is used for the other section of the town, except in serious cases, when prisoners are immediately removed to the county jail. The lockup was found in excellent condition as to light, air and cleanliness.

There are between four and five hundred arrests by the police force of Kingston each year, about twenty to thirty of which are women. There are no facilities at present for confining women under arrest in this lockup separately from the men. Chief Wood says that he causes women arrested to be kept in the police office, instead of confining them in the lockup used for men, and children are generally paroled in care of their parents, or otherwise cared for. It is advisable to have facilities for keeping women prisoners. It is, therefore,

#### RECOMMENDED.

1. That such additions or changes in the construction should be made as will provide facilities for holding women prisoners. Such changes in construction can easily be made.

2. It is recommended that screens be attached to the outside windows of the cells to make it impossible to pass anything in or out of the windows.

#### CITY LOCKUP, ITHACA.

Inspected—	By—	Population.
Feb. 11, 1914	E. R. Cass.....	2 adult males.
May 14, 1914	E. R. Cass.....	No prisoners.

The commissioner of police is A. J. Holland. The police force consists of a chief of police, E. H. Buck, and eight officers. The matron of the county jail also looks after female prisoners here.

The lockup consists of two rooms located on the ground floor of the municipal building. In the first room, which is 10 feet by 30 feet, there is a cage 13 feet by 7 feet by 6 feet high, in which there are two cells. These cells are equipped with iron hinged beds which have tin bottoms. The bedding consists of blankets. The room is dark, but a fair circulation of air comes in from the windows

in the other room and through the doorway which leads into the front rooms of the police station. The rear room is accessible by means of a large-sized opening through the wall. The room is 18 feet by 9 feet by 12 feet. Near the opening in the wall is a set washbasin and a water-closet. In the rear room there are four windows. The room is very light and well ventilated, and it is far more suitable for the detention of prisoners than the room in which the cage is now located. It was said that the authorities intend to install two small cages in this room and probably two small cells in each cage.

The interiors of both rooms are badly in need of paint and the vermin should be exterminated. The chief of police does not seem to realize this need and is not in favor of purchasing disinfectants.

Mechanics were at work in the other parts of the police station and it was said that very shortly the interior of both rooms above mentioned will be repainted and a new toilet will be installed.

When prisoners are detained in the jail they receive three meals a day when they are in fit condition to eat. These meals are purchased from a lunch room across the street and vary in price from fifteen cents to twenty cents. The matron visits the lockup every morning at 9 o'clock.

Female prisoners are usually sent directly to the jail, and juvenile cases are disposed of as quickly as possible, and, if detained, are sent to the jail.

At the time of the inspection of May 14, 1914, a generally unsatisfactory condition of cleanliness prevailed. It was quite evident that the janitor service was not satisfactory.

#### PROGRESS MADE DURING THE YEAR.

1. The interior of the lockup, including cells, cage, and side walls, has been repainted.
2. New washbasins have been installed.
3. A bug exterminator has been purchased. The need for this was recommended in the first report of this year.

#### CITY LOCKUP, SCHENECTADY.

NOVEMBER 22, 1914. INSPECTED BY PHILIP KLEIN, 5:00 TO 6:00 P. M.

The Schenectady lockup is situated in the basement of the city hall where police headquarters are also located. While it is situated in the basement, the windows are of regular size and open into a yard from which they gain plenty of light.

There are three departments in the lockup: One for men, one for women and one for boys.

The department for men consists of two blocks of four cells each, separated from each other by the entrance corridor, and by corridors from the outside walls on three sides, so that all corridors together constitute an "E"-shaped structure. The cells open on the long side of this "E," which is lighted by two double windows and one single window. In addition, there is a window to the corridors on each side. Entrance is gained through the central corridor dividing the cellblocks. The inspection took place in the evening, so that the amount of light in the daytime could only be surmised. It seemed, however, that it would be satisfactory.

The cells are supplied with wooden bunks hung from hinges on the walls. No bed clothing is given.

There is a sink in the long end of the corridor and a toilet occupying part of one of the short corridors.

The construction and arrangement of this department is entirely out of date and unsatisfactory. No classification of any kind is possible. As a rule, tramps for whom there is no place left in the lodging house situated next door are kept over night in the corridors, while the regular lockup cases are kept in the cells.

We are pleased to report that the cleanliness of the cells was entirely satisfactory.

The women's department consists of two cells, separated from the outside wall by a corridor on two sides.

There are a bed, a sink and a toilet in the corridor. The cells contain wooden benches. One side of the "L"-shaped corridor gives access to the cells in the women's department, and the only window is on the other corridor, so that none of the cells receive any direct daylight. This construction and the use of this department are to be condemned. No person ought ever to be confined in these cells, although here, as well as in the men's department, the cleanliness was above criticism. At the time of the inspection there were no women inmates, so that the department was used for the one minor prisoner. Ordinarily, that is, when women prisoners are confined in this department, boys are kept in the cage outside the women's department. That cage should not be used for the purpose of confinement.

As a rule, prisoners are held in the lockup over night only, or, if arrested Saturday afternoon, they are held over Saturday and Sunday until the opening of court Monday morning. Food is supplied to them twice a day by the police if they stay over Saturday

and Sunday. There is an appropriation of some \$600 by the city for this purpose.

The cleaning is the duty of the city marshal, who is responsible to the chief of police. There is a matron who comes to the lockup whenever she is called. Children under sixteen are generally sent to the Humane Society's headquarters in Albany. It is said that the Schenectady Humane Society is now erecting a building of its own in Schenectady.

The sergeant in charge at the time of the inspection was William Fairlee.

Transient lodgers, or tramps, who apply at the Schenectady lockup for lodging are given a ticket which admits them to the city lodging house. This is situated in the basement of the adjoining building and has a capacity of twenty-three beds. The man in charge exercises careful supervision over the cleanliness of the applicants and makes them wash their underclothing if he has any suspicion of the presence of vermin. It is said that a new lodging house is being built.

#### RECOMMENDATIONS MADE.

1. This lockup should be discontinued or entirely remodeled so as to accord with modern principles of housing prisoners. Plenty of air and direct sunlight should be available, and classification of prisoners should be possible beyond the mere segregation by sex. In an ideal police lockup every individual cell would be separate and inaccessible to inmates of other cells.

2. Prisoners held over Sunday should be supplied daily with three meals instead of two.

3. That the lockup was found clean and well kept is a credit to the management, but this fact should not be taken as endorsement of the sanitary conditions in general.

#### VILLAGE LOCKUP, CANTON, ST. LAWRENCE COUNTY.

NOVEMBER 12, 1914, INSPECTED BY E. R. CASS, TIME 2:00  
TO 3:00 P. M.

The commissioner of police is the village president, Fred Hammond. The police force consists of a chief and one assistant.

The lockup has been in use since March of this year. It is located in the basement of the town hall and consists of two rooms. One room is for male prisoners and the other for females.

There is no matron.

The room for men is about 20 feet by 13 feet, has a concrete floor with a drain at one end, a sink, four windows on one side and two windows on the other. These windows are 18 inches by 3 feet 6 inches and have transom fixtures with clear glass. In this room there is an iron cage containing three cells. Each cell has an iron hinged bed and a water-closet. The bedding consists of blankets, pillows and a cotton mattress. The room can be well ventilated and is heated by steam.

The room for women is approximately 15 feet by 9 feet, and has two windows and a wooden floor. It is not equipped with a water-closet, but has a sink in one corner. It has one iron cot bed. The bedding was carelessly thrown in a pile on the bed. It consists of a mattress, blanket and pillows. It was said that only one woman has been held in the lockup since it has been in use. The two rooms are separated by a wall. A doorway from the women's room opens into a corridor which leads into the male department. At the entrance to the male department there is a wooden door and also a steel door. Communication between the male and female departments is not possible if the doors are properly closed. This lockup is much superior to the one which was formerly used in the county jail.

#### RECOMMENDATIONS MADE.

1. The bedding should not remain on the beds day after day. When a prisoner is taken from the lockup in the morning, the bedding should be brushed and cleaned and hung on a line in the corridor until a new prisoner is brought in.
2. The cage in the male department should be painted. A cream color would be highly desirable.
3. Arrangements should be made to secure the services of a matron when female prisoners are detained.

#### POLICE LOCKUP, ROME, N. Y.

MAY 5, 1914, INSPECTED BY E. R. CASS, TIME 2:35 TO 3:40.

The chief of police is W. J. Keating who receives \$100 a month. The assistant chief is S. H. Beckwith, salary \$85 a month. There are nine patrolmen and two station-house men (corresponding to desk lieutenants). There is no permanent janitor and no regular detailed matron. The matron's duties are usually performed by a city nurse or a woman connected with the Rome Board of Charity.

There were no prisoners in the lockup at the time of the inspection. The population usually totals about 100 a month and the average stay is twelve hours.

The lockup is situated in the rear part of the ground floor of the city hall building. The main section is a large room, 36 feet 9 inches by 28 feet 6 inches. This room is on the south side. The room is lighted by five small windows on the east end and four on the south side. These windows are about 18 inches by 12 inches and are located at the top of the wall. In this room, about 4 inches above the floor, is a steel cage, 24 feet 7 inches by 16 feet 4 inches, with four cells on each side. The cells are back to back; there is no utility corridor between them. Each cell is 8 feet by 6 feet by 7 feet 2 inches and is equipped with an iron hinged bed and a water-closet. The water-closets are of a crude design and are flushed from the outside on the west end of the corridor. There is also a sink in the west end corridor. This section is also lighted by a skylight arrangement in the roof.

The female section is in a separate room, 20 feet 5 inches by 23 feet 11 inches, on the north side of the building, and contains a steel cage, 12 feet 4 inches by 8 feet 2 inches, with two cells on each side. The cage is set four inches above the floor and the cells are the same in dimensions as those in the male department and are equipped with water-closet, and washbasin with running water connections. This room is lighted by seven small windows and also by a skylight in the roof.

A large central corridor, lighted by means of a skylight arrangement, runs between the male and female sections, and opens into a large tramp room, 13 feet 3 inches by 30 feet 1 inch, and located in the southwest corner of the building. This room is lighted by eight small windows and is equipped with long, wooden benches, which are evidently placed together at night in order to make a bed. No bedding of any kind is furnished. On the south side of this room there is a water-closet and set washbasin with running water connections. A large stove is situated in the center of the room. There is an exit to the street on the south side.

The lockup at this station house provides fairly well for the separation of male and female prisoners and tramps, and, under some circumstances, for juvenile prisoners. It was said that when circumstances merit, the county jail which is nearby is used for female prisoners.

The male department, the female department and the tramp room are badly in need of paint and were found to be sadly neglected

from the standpoint of cleanliness. In the male department the toilets gave forth a foul stench and the beds and bedding were full of dirt, sand and vermin. It was said that the blankets are washed three or four times a year.

The same condition was found in the female department. It is also used as a storage place for bicycles, carpets, etc.

The tramp room, with the exception of the toilet compartment therein, was found to be the cleanest section, but by no means satisfactory.

#### RECOMMENDATIONS MADE.

1. It is urged that the authorities employ a janitor and pay him a reasonable salary, so that he will be induced to spend most of his time during the day cleaning the jail.
2. It is also urged that the authorities realize the necessity of cleanliness in any public institution and insist upon the same.
3. The side walls, the cages, the cells, and male and female departments should be painted a bright and serviceable color. The tramp room should also be repainted a bright and serviceable color.
4. The blankets should be washed more frequently.
5. The toilets throughout the entire lockup should be kept free from foul odor and thoroughly cleaned.

#### NEWBURGH LOCKUP, NEWBURGH, N. Y.

JULY 26, 1914, INSPECTED BY PHILIP KLEIN, 3:00 TO 3:50 P. M.

The lockup is situated in the police headquarters on Broadway and Grand Street. Admission is gained from the desk sergeant's office. The lockup consists of two floors, the lower floor intended primarily for men and the upper for women.

On the lower floor there are three ordinary-sized cells, and one large cell opening upon the corridor which is lighted by one door and one window. Ventilation is obtained by the same means. Both light and air on this floor are therefore insufficient. The cells are of steel with open bars toward the corridor for their full length. There are concrete floors and a water-closet in each cell. A basin with running water is found in the corridor, and there is also a sink in the big cell. The cells and the corridor were not clean, especially behind the toilets where an accumulation of considerable dirt was found.

The floor of the corridor consists of stone flags with rough surface, making it hard even under better circumstances to keep it clean. Each cell has two bunks suspended from the wall, and the large cell has benches around its walls.

The second floor is reached by a wooden stairway from the corridor of the lower floor. It contains one large room, with two windows, and two small rooms. The large room contains a water-closet, basin with running water, and benches along the wall that are wide enough to sleep on. The floor is of wood. There is a steam radiator in the center of the room. The windows are secured by iron bars and open onto a low roof, and they are unprotected by screens. There is one electric light in the room and the plaster is in bad condition in several places. The flushes did not work quite satisfactorily; a coat of paint is badly needed. The two small rooms contained water-closet, basin with running water, and no electric light. The floors are of wood. One has a window constructed similarly to that of the big room, also opening onto a low roof, and the other is lighted by part of a skylight secured by bars. The doors to all three rooms are of solid wood with a small barred opening some nine inches square. This floor was cleaner than the floor below, but not satisfactory, and the security from communication with the outside is insufficient.

The number of arrests by the police department in 1913 was 553, or an average of 46 per month, making one and one-half per day. Only about half of these are confined in the lockup, according to the sergeant in charge, and only ten of these approximately were women.

The police department supplies its prisoners with food in case of need; it does not keep them over Sunday, for lack of proper facilities to feed them decently, but sends them to the county jail instead, where they are kept until opening of court on Monday.

The sergeant in charge stated that the unclean condition of the lockup was due to the fact that the jailer was on his vacation and so the cells were neglected, but that when the jailer, who is also doorman and member of the police force, was on duty, the lockup was always clean.

At the time of inspection there was one man in one of the cells charged with intoxication and disorderly conduct.

#### RECOMMENDATIONS MADE.

1. The city of Newburgh should build a new police lockup in accordance with modern standards.
2. A higher standard of cleanliness must be introduced and maintained.

3. The whole lockup should receive a new coat of white paint.

4. The windows on the second floor should be screened to prevent communication or the introduction of contraband goods. Access to the second floor and the second floor itself should be rendered fireproof. Additional windows should be made to secure more light and ventilation for the lower floor, even at the expense of reducing the number of cells by one.

5. The stone flags constituting the first floor should be substituted by concrete flooring.

6. The flushes should be repaired and toilet bowls replaced by new ones.

7. A separate record should be kept of all prisoners confined in the lockup for any period of time, just as such records would be kept in any city prison or county jail.

#### VILLAGE LOCKUP, CARTHAGE, JEFFERSON COUNTY.

NOVEMBER 11, 1914, INSPECTED BY E. R. CASS, 11:30 TO 12:00.

The president of the village, Charles Schaefer, is, by virtue of his office, the commissioner of police. The chief of police is George F. Ullman who has one assistant and three specials. There is no matron. It was said that women prisoners are sent to one of the hotels in town. The arrest of females is at the rate of about two a year.

The lockup consists of one room on the ground floor, southwest corner of the town hall. The room is approximately 16 feet by 14 feet, has two windows, 4 feet by 6 feet each, and contains a steel cage, painted black, in which there are two cells. Each cell has two iron hinged beds. The floors of the cells are of iron; the floor of the room is wood. The walls are plastered and the ceiling has a metallic covering. The mattresses in the cells are covered with a leather case and the blankets are of wool. The beds were not satisfactorily arranged and there was evidence of sand and dirt on the coverings of the mattresses. There is a water-closet and sink in one corner of the room.

It was said that the number of inmates varies from one to six each night. From January, 1914, to October 26, 1914, there were 100 tramps. The sum of fifty cents per tramp is received if he is given a meal. It was said that about 60 out of 100 receive meals.

The village should have proper accommodations for females and juveniles.

#### RECOMMENDATIONS MADE.

1. The steel cage should be painted a light color, also the side walls of the room and the ceiling.

2. The cells should be cleaned every morning and the bedding cleaned and aired.

3. A fresh towel should be put into the lockup daily.

#### POLICE LOCKUP, WATERTOWN, N. Y.

NOVEMBER 13, 1914, INSPECTED BY E. R. CASS, TIME 3:00  
TO 4:30 P. M.

The chief of police is E. J. Singleton who is assisted by a staff consisting of a detective captain, night captain and seventeen patrolmen. The chief of police is responsible to the board of public safety, the president of which is L. De Camp.

The lockup is in the basement of the city hall building. It is 3 feet 8 inches below the ground level and consists of three rooms. The room on the northeast is 25 feet 2 inches by 17 feet 2 inches, has stone side walls and concrete floor and is heated by steam. There are two windows, 4 feet by 4 feet 9 inches. In the room there is a steel cage, 9 feet 8 inches by 7 feet 1 inch, containing two cells, 7 feet 1 inch by 4 feet 9 inches by 7 feet, respectively. The floors of the cells are of concrete. Each cell has two iron hinged beds. One cell has a water-closet. There is also a water-closet and a sink in one corner of the room.

The bedding consists of mattress, blankets and sheets. It was said that each prisoner receives fresh bedding when admitted. At the time of the inspection the beds were in a disorderly condition. The room was badly in need of sweeping and the extreme heat made the atmosphere oppressive.

The room was occupied by a 15-year-old boy who was being held for transfer to Industry. His transfer was delayed, awaiting the return of a throat culture from Albany. This young lad had already spent two nights and two days in this most unbearable atmosphere, and would very likely have to spend another night and day there. The janitor objected very strongly to the opening of the window in order to admit a sufficient amount of fresh air. His grounds for objecting were that the boy would converse with other boys in the street through the bars of the windows.

The second room, known as the middle room, is 20 feet by 21 feet, has brick side walls, concrete floor, and has on the east side a steel cage, 20 feet by 6 feet 9 inches, containing four cells, 6 feet 9 inches by 4 feet 9 inches by 7 feet 1 inch, respectively. The cells are extremely dark and the cage badly in need of paint. It was said that this section was used for drunks. The atmosphere at the time of the inspection was vile and the stench from the toilet in one corner of the room was unbearable. The room was badly in need of cleaning. The inspector asked that the window be opened so that he could stay in the room a sufficient time to do his work. Shortly after leaving the room a man under the influence of liquor was brought down by a police officer and placed in this dirty section with its vile atmosphere. Because the man was in his stocking feet, the officer feared that he would take cold and ordered that the window be closed. Thus the man was left in an atmosphere which became viler every minute.

Each cell is equipped with two iron hinged beds. The bedding consists of carpet. One cell contains a water-closet. The stench from this water-closet was most vile.

The third room on the northeast corner is 25 feet 9 inches by 23 feet 4 inches and has five windows. It contains a steel cage, 9 feet 1 inch by 6 feet 6 inches, divided into two cells, 6 feet 6 inches by 4 feet 4 inches by 6 feet 5 inches, respectively. The room has a water-closet and a sink in one corner, also benches along the side wall. There is also a padded cell in one part of this room. Only the sides of the cell are padded. The floor is of concrete and the top of iron. What particular use this would be in the case of a violent prisoner, who should be guarded against bodily harm, is a question. This room was much cleaner than the other two.

In the southeast corner there is a tramp room, 10 feet 7 inches by 21 feet 1 inch. The room is equipped with a water-closet and a sink and has two windows. It was said that the room is filled every night with tramps. At the time of the inspection the room was uncomfortably warm. Wooden benches and small platforms are used as beds. No meals are given.

The regular lockup prisoners are fed by the janitor who receives fifteen cents a meal per person. The janitor's wife acts as matron.

All the rooms above mentioned are accessible from the floors above by means of two wooden stairways. It is a question whether it would not be difficult to release the prisoners in the event of fire getting a good start in the courthouse above. The rooms are on a level with the boiler-room and in close proximity to it.

### RECOMMENDATIONS MADE.

1. A better condition of cleanliness should exist at all times.
2. Inmates should not be deprived of sufficient light and air.
3. Juvenile prisoners should be dealt with kindly by attendants. Kind words bring better results, and get more from the boys than a gruff tone and manner.
4. Arrangements should be made at the time of a young boy's arrest, if there is reason to believe that he will be sent away, to have the lockup physician take the throat culture immediately so that it will not be necessary to detain a boy two or three days more in order to get the return from the authorities at Albany. Two or three days in a lockup for a young lad can do more harm than a much greater length of time in a suitable environment can overcome.
5. If the plumbing work is responsible for the vile stench which comes forth from the toilets, it should be remedied without delay.
6. All three cages should be repainted, but especially the one in the middle room.

### POLICE LOCKUP, POUGHKEEPSIE, N. Y.

JULY 15, 1914, INSPECTED BY E. R. CASS AND PHILIP KLEIN  
TIME 11:45 TO 12:30 A. M.

The police lockup is situated in the cellar under the police headquarters' office. It consists of three rooms, the flooring of which is approximately nine feet below the sidewalk. There is just about room enough between the ceiling of the rooms and the sidewalk for windows about one foot in height. The floor is of wood and built directly on the soil. The walls are of brick. Wooden benches are strung along the walls in all three of the rooms. Steam pipes are near the ceiling.

The sizes of the three rooms are as follows:

17 feet 8 inches by 13 feet 8 inches.  
13 feet 8 inches by 9 feet 0 inches.  
19 feet 4 inches by 9 feet 2 inches.

One of the rooms is lighted by four windows; the others by two each.



There is an antiquated type of iron toilet in each room and a sink with running water in the corridor into which the rooms open. The toilets are flushed from the floor above.

Access to the main floor is had by a frail wooden stairway from the lockup. In case of fire any prisoners that might be detained would probably be caught as in a trap.

The windows are secured by bars and also by dilapidated screens that make it easy to pass things in and out. As a matter of fact, there were found in the recesses under the windows, in addition to piles of dirt and filth of long accumulation, whiskey bottles that may have been thus passed in.

The whole lockup looked forsaken and neglected. There was any amount of dirt in every conceivable place. Vermin abounded and disinfectants were not on hand.

The responsibility for uncleanness rests partly with the matron, the same woman who is employed as matron at the county jail, and partly with the chief of police, Chas. A. McCabe, whose duty we conceive it to be to supervise the cleanliness of the lockup.

To sum up, the lockup is inadequate in construction, in location, equipment and facilities of all kinds. It is a firetrap; it is insecure; it allows a communication with the outside, even to the extent of passing in liquors. As to cleanliness, it was beneath all criticism and inexcusably neglected.

No recommendations can be made for the improvement of this lockup. Nothing but the building of a new place of detention will satisfactorily fulfill the requirements for an institution of this kind.

#### POLICE LOCKUP, VILLAGE OF BELMONT, ALLEGANY COUNTY.

MAY 18, 1914, INSPECTED BY E. R. CASS.

Mr. J. J. Elliott is known as the night policeman and has held this position for twenty years. There is no regular police force. Mr. Elliott receives twenty-five cents per day per tramp. No record is kept as to the number of prisoners admitted to the lockup. He receives no money for men who are under arrest. He is responsible to the town board, of which Mr. B. B. Ackerman is chairman.

The lockup consists of one room, located in the southeast corner of the ground floor of the firehouse. The firehouse is a frail, wooden structure. This room is only used for male adult prisoners. The

county jail is used for women and boys. The dimensions of the room are 21 feet 4 inches by 10 feet. It is lighted by one small window. It contains a wooden cage, 7 feet 10 inches by 5 feet, which has a heavy iron door. The cage is constructed of thin strips of wood and the interior is totally dark. The entire equipment consists of a wooden bench and a wooden floor. At the time of the inspection it contained large pieces of paper, thrown about promiscuously, and a discarded overcoat.

The space between these wooden boards would make a splendid breeding place for vermin.

In one corner of the room there is a toilet with running water connections. This was found in a very unclean condition. An iron stove also forms part of the equipment. In the event of fire, the lives of persons detained in the room of this lockup would be in great danger. The room is inadequately ventilated and lighted. No doubt the only attraction to this lockup in winter, in preference to any other place, is the small stove. This, nevertheless, creates a serious condition.

The principal industries of the town were recently destroyed by fire, and, as a result, the major part of the population has moved to another town.

#### POLICE LOCKUP, SALAMANCA, CATTARAUGUS COUNTY.

MAY 18, 1914, INSPECTED BY E. R. CASS.

The police commissioner is Thomas Wilson. The chief of police is W. J. Fellows, salary \$75 per month; five patrolmen at \$70 per month. There is no matron.

The lockup is situated in the rear of the ground floor of the city hall. The building was formerly used only as a firehouse. It is an old, non-fireproof, badly worn and dilapidated structure. The part known as the lockup consists of a small room with one window. In the room there is a steel cage, 18 feet by 6 feet, containing three cells. The cells are 6 feet by 5 feet by 6 feet. Each cell has in it two iron hinged beds. The beds are furnished with mattress only. The mattresses were dirty and filthy and reeking with vermin. No blankets are available. There is a tin bucket in each cell. In a small compartment, off to one corner of the room, is a washbasin with running water connections, and a toilet. Both of these were found in a wretched condition of uncleanness. The steel cage is painted black, which only aggravates the condition of filth in the room. The side walls of the room are faced with narrow strips of wood, and in many places the bricks of the side walls are visible.

The female department is a very small room, approximately 6 feet by 10 feet, off to one side of the chief of police's office. While this room is very small, and has only one window, it is fairly decent for the detention of prisoners. It has one iron cot bed, furnished with mattress, sheet and pillowcases. There is also a watercloset and a washbasin in the room. The room is on the other side of the building and separated from the male department by a space of about fifteen feet. It was said that the room is seldom used for women because they are taken to more desirable quarters in a hotel. Young boys are usually put into the women's room, unless it is occupied by women.

#### RECOMMENDATIONS MADE.

1. The accommodations at this lockup are **decidedly inadequate, and crude in design.** It is urged that the authorities lose no time in constructing a lockup which will be a credit to the city of Salamanca.

2. A much better condition of cleanliness should prevail. **Dirt and filth are unpardonable.** If the present janitor cannot give satisfactory service, a new janitor should be employed.

3. The practice of using mattresses and beds should be discontinued. In a lockup where prisoners spend only a short time, and in most cases are in an unclean condition, it is impossible to keep the mattresses free from dirt and vermin. Instead of using mattresses, the iron work in the bottom of the bed should be removed, and a heavy piece of canvas, securely laced to the bottom of the bed, should be substituted. This heavy canvas is very durable and can be frequently washed.

4. The entire interiors of the female and male departments are badly in need of repainting.

#### POLICE HEADQUARTERS LOCKUP, CITY HALL BUILDING, ELMIRA, N. Y.

MAY 9, 1914, INSPECTED BY E. R. CASS.

Police commissioner, Frank Lowry; chief of police, J. J. Finnell; captain of police, C. Weaver. There are forty patrolmen and one man.

The population at the time of the inspection was one male adult awaiting examination.

The male department of this lockup is located in the basement (10 feet below the street level) on the north side of the city hall building. The cellroom has five windows. Light is admitted through a grating, and then through the windows. In the cellroom there is a large steel cage, 36 feet by 14 feet, with six cells on each side. Each cell is 6 feet by 7 feet by 8 feet.

The south side of the cellroom is a solid wall, and because of this, the cells on this side are totally dark. The cells are equipped with an iron hinged bed, a blanket and a crude type of iron water-closet. This water-closet system consists of a sloping pipe line which extends the full length of the cage. There is an opening in the top of the pipe in each cell. There is also an iron plate fastened to one side of the pipe which is used to cover the opening. This style of toilet is decidedly antiquated, and a menace to the health of the prisoners confined in the lockup. The room is heated by steam, lighted by electricity, and equipped with an artificial ventilating system.

The city hall building is a modern structure, and it is to be seriously criticized that so little consideration is given to the lockup. The room is gloomy, dark and damp, and is decidedly improper for the detention of human beings, even for a short period of time. The condition of dampness is greatly aggravated subsequent to mopping the floor, which is unevenly laid, and as a result puddles of water collect here and there, and the process of evaporation is very slow.

The female department is on the north side of the second floor. This consists of a small room, containing a steel cage, situated on one side of the room. The cells are five in number and similar in design to those in the basement. The toilets are inadequate.

A superior condition of cleanliness prevailed in the female department, and the sheets and pillowcases on the neatly arranged beds were quite noticeable. There is one window on the north side of this room. The rays of light do not enter directly into the cells, and as a result only the front part of the cells is lighted. Direct ventilation is also lacking. The floors are of wood and the cells of plaster.

Young boys are sometimes detained in the cells in this room. On the same floor there is also a nursery, used for young children who have gone astray from their parents.

The most serious objection to this lockup, and one worthy of consideration is the location of the cells used for the detention of male adult prisoners. The authorities should construct better quarters for the detention of male prisoners. The present cellroom is nothing more than a hole in the ground, and should not be tolerated any longer than is actually necessary.