

STATE OF NEW YORK

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THE NINETY-FOURTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1938



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1939

## PREFACE

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This is an official report of the Prison Association of New York to the Legislature of the State of New York, which has been made annually since 1845, and constitutes the ninety-fourth of the series.

Paragraph 6 of Article XI of the act incorporating the Prison Association of New York provides that "the said executive committee" (of the Prison Association), "by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect and examine all the prisons of the State, and annually report to the Legislature their state and condition and all such other things in regard to them as may enable the Legislature to perfect their government and discipline."

The State law further provides for the printing of 500 additional copies of this annual report at the expense of the State. Additional copies are purchased from the State printers, at the expense of the Association, for distribution to its contributors and many others, not only in New York State but in other states and in foreign countries.

#### IN MEMORIAM

Be it Resolved, That the Executive Committee of The Prison Association of New York records its sorrow at the death of James Fenimore Cooper, grandson of the author, in his eightieth year. As a member of the Bar, and as a public spirited citizen, his passing is a distinct loss. He was for forty-two years a member of the Executive Committee of the Association, and his wise counsel and support will be missed.

[4]

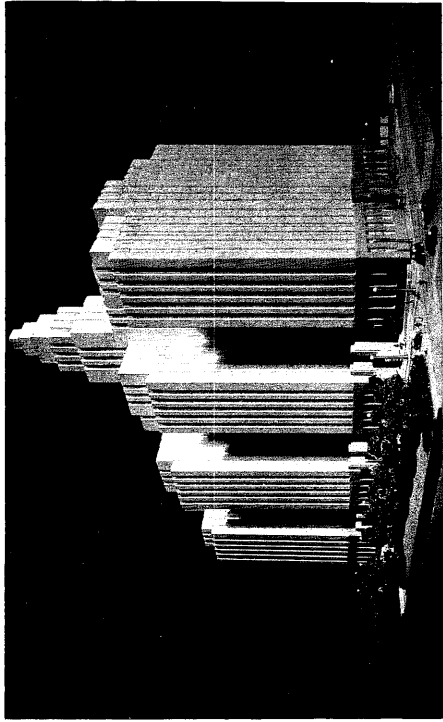
#### THE PRISON ASSOCIATION OF NEW YORK

In the latter part of the year 1844 there appeared in the papers of this city a notice addressed to the public, and signed by the President of the Board of Inspectors\* of Sing Sing Prison, inviting "the attention of the benevolent to the destitute condition of discharged prisoners." Soon after the publication of this notice a meeting was held, and that meeting marked the birth of the Prison Association of New York, the first organization of its kind in the State. At the meeting it was decided that the scope of the Association's activities should not be limited solely to the care of the discharged prisoner, but that the Association should concern itself intimately and generally with the treatment of the prisoner, regardless of his place of detention. In other words, at the beginning, the sponsors of the Association recognized the importance and gravity of the crime problem and were not content to confine themselves to one phase of it. By an act of the Legislature the Association was incorporated in 1846 and given authority to visit and inspect the prisons and required to report annually to the Legislature. (See Preface, page 3.)

So the Association has gone on, year after year, unceasingly, and with earnest alertness, combating those things which impede progress in the solution of the crime problem, and initiating and giving utmost support to endeavors that indicated a forward movement. It has been faithful in endeavoring to reform those who have become criminals; in aiding the discharged prisoner and helping him to lead an honest life; guiding and helping destitute mothers, wives and children of men in prison; making prison conditions humane and effective, and securing legislation to improve court procedure and the administration of institutions.

\* The managing body of the prison.

[5]



New Criminal Courts Building and City Prison  
Borough of Manhattan, City of New York

Henry, Wiley, Corbett  
Charles R. Meyer  
Associate Architects  
New York City

## CONTENTS

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	PAGE
Preface .....	3
In Memoriam: James Fenimore Cooper.....	4
Origin and Purposes of the Association.....	5
New Criminal Courts Building and City Prison, Borough of Manhattan (illustration) .....	6
Officers for 1938 .....	9
Standing Committees for 1938.....	10
Letter of Transmittal .....	11
Recommendations to the Legislature.....	13
Another Milestone .....	22
Prison Construction .....	22
Sing Sing Prison.....	23
New City Prison .....	23
Lunacy Commissions .....	23
Consolidation of Probation Services .....	24
Sex Offenders .....	25
The Third Degree .....	26
Raymond Street Jail .....	26-66
Reappointment—State Commission of Correction.....	27
Georgia Prison Reform Program.....	27
New York City Council Bills.....	28
Federal Aid Bill .....	28
Annual Meeting—International Penal and Penitentiary Commission .....	29
Constitutional Convention .....	29-43
Lawyers, Activities of Certain.....	30
Cooperation—Canadian Royal Commission and Legislative Commission State of Pennsylvania.....	30
Commission on Education in Correctional Institutions.....	30
Public Works Administration Loans.....	31
American Prison Association Congress.....	31-51
National Jail Association.....	31-57
Prison Deaths .....	32
Riker's Island .....	32-63
Civilian Conservation Corps Camps.....	32
Elmira Commitments .....	33
Foreign Visitors .....	33
Tombs Interviews .....	33
Employment and Relief Bureau .....	36
Family Service Bureau .....	36
The Constitutional Convention.....	43
Legislation .....	47

	PAGE
High Spots of the Sixty-Eighth Annual Congress of the American Prison Association .....	51
Department of Correction, City of New York .....	60
City Prison, Manhattan .....	60
House of Detention for Women .....	62
Penitentiary of the City of New York .....	63
City Prison, Brooklyn .....	66
City Prison, Queens .....	68
New York City Reformatory .....	68
Reformatory Prison, Hart's Island .....	60
Budgetary Appropriations .....	70
Constitution and By-Laws .....	72
Auditor's Statement .....	80

## THE PRISON ASSOCIATION OF NEW YORK

### OFFICERS FOR 1938

<i>President</i>	<i>Recording Secretary</i>	<i>Treasurer</i>
EDWIN O. HOLTER	ARCHIBALD S. ALEXANDER	C. C. AUCHINCLOSS

### *Corresponding and General Secretary*

E. R. CASS

### *Vice-Presidents*

C. C. AUCHINCLOSS	GEORGE W. KIRCHWEY
HAROLD K. HOCHSCHILD	HERBERT L. PRATT

### *Executive Committee*

EDWIN O. HOLTER, *Chairman*

### *Class of 1938*

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 THOMAS MOORE BANCROFT  
 WILLIAM A. M. BURDEN  
 RICHARD M. HURD  
 RICHARD C. PATTERSON, JR.  
 JOHN M. SCHRIF

### *Class of 1940*

IRA BARROWS  
 GEORGE BLUMENTHAL  
 JOSEPH E. DAVIS  
 MRS. ALLEN W. DULLES  
 JOSEPH R. SWAN

### *Class of 1941*

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 ALEXANDER M. HADDEN  
 C. MCKIM NORTON  
 MRS. H. HOBART PORTER  
 DEAN SAGE  
 G. HOWLAND SHAW  
 HENRY C. TAYLOR

### *Class of 1939*

CHARLES SUYDAM CUTTING  
 DAVID DOWS  
 HENRY G. GRAY  
 CORNELIUS W. WICKERSHAM

ROBERTS J. WRIGHT, *Assistant Secretary*

\* Died May, 1938.

STANDING COMMITTEES FOR 1938

COMMITTEE ON LAW

GRAY, KIRCHWEY, WICKERSHAM, BARROWS, ALEXANDER

COMMITTEE ON FINANCE

AUCHINCLOSS, SAGE, BLUMENTHAL, PRATT, SWAN, BURDEN

COMMITTEE ON DETENTIONS

BARROWS, BLUMENTHAL, HADDEN, SWAN, BANCROFT

COMMITTEE ON NOMINATIONS

AUCHINCLOSS, BLUMENTHAL, SAGE

COMMITTEE ON PROBATION AND PAROLE

ALEXANDER, MRS. PORTER, HURD, PATTERSON, CUTTING, TAYLOR

COMMITTEE ON PRISON ADMINISTRATION

HOCHSCHILD, DOWS, SAGE, SCHIFF, DAVIS, BARCOCK

[10]

NINETY-FOURTH ANNUAL REPORT OF THE PRISON  
ASSOCIATION OF NEW YORK

February 27, 1939

HON. CHARLES POLETTI,

*Lieutenant-Governor of New York:*

Sir.—In accordance with chapter 163 of the Laws of 1846, we have the honor to present the Ninety-fourth 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 EDWIN O. HOLTER, *President*  
E. R. CASS, *General Secretary*

[11]

## RECOMMENDATIONS TO THE LEGISLATURE

We feel, although there is some repetition of previous years, that the following recommendations are in the right direction and represent objectives, the fulfillment of which should be continually sought, so as to make for a better administration of criminal justice, a more satisfactory treatment of the prisoner, and increased public welfare and protection.

### I. CRIME PREVENTION BUREAU

Legislation should be enacted to establish a Bureau of Crime Prevention in the Executive Department, as recommended in Governor Lehman's special message (January, 1936) on the improvement of criminal law enforcement. The old adage, "an ounce of prevention is worth a pound of cure," still holds. The Governor states, "This bureau should: (a) Stimulate State departments to develop their facilities and methods to control the factors entering into delinquency and crime. (b) Visit, study and evaluate conditions in communities throughout the State and advise local agencies as to the organization and development of needed programs. (c) Collate, interpret, and publicize statistics and reports relating to the problem of juvenile delinquency and crime. (d) As need arises, prepare and sponsor legislation bearing upon the many specific problems incident to crime prevention."

This Association, although heartily in accord with the idea of a Crime Prevention Bureau and its functions as outlined by the Governor, desires to emphasize that one of the important functions of this bureau should be the development of a plan of crime prevention, setting forth not only the objectives but the technique of operation, to serve as a guide in the various communities. There also is need for an evaluation of the work that is being done by various crime prevention organizations. While the phrase, "crime prevention among our young people," is popular, it is true that there is a variety of opinion as to the various methods of approach and technique generally, with the result that the different agencies are proceeding without the necessary co-ordination of effort. In other words, there seem to be too many separate undertakings which well might be combined in the interest of economy and teamwork administration.

### II. CLASSIFICATION OF PRISONERS

The formulation and statement of a Department of Correction classification program is needed. To tie in with this for practical operation, there should be appointed a director of classification, to co-ordinate, under the direction and stimulus of the Commissioner of Correction, the functioning of the classification program and personnel. It is true that there are a number of institutions intended to house special types of offenders. Progress has been made in ferreting out the insane and potentially insane, as well



as feeble-minded inmates. Yet the greater number of the reformatory and prison population represents within each institution a heterogeneous mass, comprising first, second, third, and fourth offenders, young and old, of varied backgrounds and attitudes. Notation is made frequently by the various psychiatric units in the Department of the psychopathic condition of inmates, with recommendations as to their treatment, particularly with respect to housing, but a serious weakness of the procedure is that these units do not function much beyond the point of *diagnosing and labeling* prisoners. This must be changed if there is to be an improvement over the present system of classification and distribution of inmates.

### III. OLD SING SING CELLS

The slogan in 1916, "Sing Sing Must Go," should be made, so far as the remaining old cells are concerned, a reality. These cells, built in 1825, have been publicly condemned for decades, and were doomed by the Legislature when, in 1916, bills were passed for the rebuilding of Sing Sing prison. The Prison Association of New York was conspicuous in the final campaign for a new prison, and therefore deplors the fact that there are more than 800 of the old cells still available, and that at present it is necessary to use most of them. The use of the old cells is not to the liking of the State Department of Correction, but the Department is handicapped because of the large prison population. At the first opportunity the remaining old cellblocks should be demolished.

### IV. COMMITMENTS TO ELMIRA REFORMATORY

Attention should be given to the laws relating to commitments to the Elmira Reformatory. That institution was brought into existence largely through the efforts of the Prison Association of New York. The original thought was that it should be available for the special care and treatment, through training and education, of those young offenders who gave reasonable promise of reformation and should be spared the evils often identified with state prison life. It was intended for first offenders, beginners in crime, but through the years there has been a marked departure from the basic thought, with the result that Elmira has been receiving inmates the greater number of whom are not beginners in crime, or are otherwise unsuitable for the program of the institution. The purpose of the institution can be served better if more of the type intended, in harmony with the original thought and law, are committed to it. Some of these can be found in the State prisons. *It therefore is urged that serious consideration be given to the proposal that commitments to Elmira directly from the courts be discontinued, that such commitments be made to the Department of Correction, and that following a careful study by a qualified classification personnel, the decision be made as to whether the offender is a suitable type for the treatment which the Elmira Reformatory has to offer.*

### V. COMMITMENTS TO NEW YORK STATE VOCATIONAL INSTITUTION

Section 332 of the Correction Law provides that the institution shall be "under the jurisdiction of the state department of correction and shall be used for the care, treatment, training, and education of a male person sixteen years of age or over, but less than nineteen years of age, who has been found to be a disorderly person, or a wayward minor, or a vagrant, or found guilty of any other offense, or of a misdemeanor, or a felony, except crimes punishable by death or life imprisonment."

This allows for rather a wide latitude for an institution intended as a training school or a junior reformatory. While the basis for commitment is well defined as to ages and nature of the offense or circumstances, in reality the functioning of the institution is seriously handicapped because many of those committed, due to their mental and physical disabilities and previous institutional experience, are unsuited to its program. To improve this situation there are at least two methods of approach: First, that the courts, preferably by visitation, learn at first hand of the institution's facilities and program, and, possessed of that knowledge, give more attention to the type of inmate they commit to its care. Second, legislative action should be taken to provide that all commitments intended for this institution be made directly to the State Department of Correction so that the Department will be free to determine, following careful examination and study, or on the basis of reliable information submitted by the courts, to which institution under the jurisdiction of the Department the offender should be assigned.

### VI. CONFLICT OF SENTENCES

There is need for a change in the condition which arises when an inmate is transferred from a State prison to the Elmira Reformatory. The reformatory sentence is brief as compared with the sentence usually being served by an inmate who is transferred from a State prison. A marked difference in sentences for inmates of the same institution is administratively disturbing and causes misunderstanding and resentment on the part of the inmates. An amendment to the law, allowing the Department of Correction, or the Division of Parole, to make rules and regulations regarding the minimum to be served by those committed, or transferred to the Elmira Reformatory, is needed to adjust the conflict in sentences.

### VII. PRISON LABOR ON HIGHWAYS

That funds be provided for the employment of prisoners on highway construction. This form of labor is universally approved by prison administrators, and, although there is some objection on the part of highway contractors, the extent to which prison labor, in competition with free labor, has been used on highway

construction is negligible. The success of such utilization of prison labor is wholly dependent on the exercise of the utmost care in the selecting of those prisoners who are to work outside the prison walls, as well as the areas in which they are employed. Furthermore, the use of prison labor on highways is in accord with the State-Use system of employing prisoners, the State Constitution, and the Correction Law. Attempts to repeal provisions of the law permitting the use of prison labor on highways should be defeated.

#### VIII. EXTENSION OF AUTHORITY, DIVISION OF PAROLE

That the authority of the Division of Parole be extended to apply to the reformatory inmates at the Westfield State Farm, the inmates of the State Vocational Institute at Coxsackie, the Albion State Training School, and the institutions at Napanoch and Woodbourne. At the Westfield State Farm it will relieve private agencies of work that is properly a State function, and at all these institutions it will make for a more uniform system of pre-parole procedure, the determining of fitness for parole and supervision while on parole.

In order to facilitate and preserve sound and intelligent parole administration, it is recommended that serious consideration be given to the advisability of the addition of one parole commissioner, bringing the total to four. With the extension of authority, as mentioned above, this addition appears to be vitally necessary.

In accordance with section 117 of chapter 824 of the Laws of 1930, it is recommended that additional parole officers be appointed in order to bring about close adherence with this section, which reads as follows: ". . . a staff of parole officers for investigation for the purpose of selection for release on parole or otherwise and for supervision upon release (be appointed), *sufficient in number so that no such officer shall be required to supervise more than seventy-five persons at one time.*" The provision for an adequate and qualified personnel is the first step in the establishment of scientific and protective parole procedure.

#### IX. TREATMENT OF TRAMPS, VAGRANTS, AND CHRONIC ALCOHOLICS

The present treatment accorded these persons throughout the State of New York is to commit them time and time again to county jails and penitentiaries where they spend most of their time in idleness and promiscuous association. Since 1858 the State has made various attempts to afford proper housing and helpful treatment to those included in one or all of the above categories. In 1910 legislation was passed authorizing the Board of Estimate and Apportionment of the city of New York to appoint a Board of Inebriety for the city. Of particular significance was the passage in 1911 of legislation authorizing the establishment

of a State tramp and vagrant colony.\* These various attempts and others failed because of changing administrations, lack of funds and a certain amount of misunderstanding and public sympathy. Despite earlier efforts and failures, legislative approval should be given to the proposal to utilize one or more of the discontinued Federal or State camps for further experimentation in the care, housing and employment of tramps, vagrants and chronic alcoholics.

#### X. COUNTY JAILS AND PENITENTIARIES

That steps be taken to discontinue the use of county jails for the detention of sentenced prisoners, and also to effect the transfer of the administrative control of the county penitentiaries from the counties to the State Department of Correction. To this end the State should consider the establishment of rehabilitation colonies for sentenced prisoners, and to whatever extent practicable use suitable existing county penitentiaries in such a plan. Attention is again directed to a valuable report entitled "A Plan for the Custody and Training of Prisoners Serving Sentence in the County Jails in New York State," submitted by a committee in 1925, which could be used to advantage in considering the present day problem.

#### XI. CIVIL SERVICE TO INCLUDE EMPLOYEES OF COUNTY PENITENTIARIES

Authority should be given in law to the extension of the jurisdiction of the State Civil Service Commission to include employees of county penitentiaries, and thereby make for the possibility of obtaining for the personnel of these institutions those who have educational and experience qualifications, and not solely political affiliations.

#### XII. TRAINING SCHOOL FACILITIES FOR EMPLOYEES OF COUNTY JAILS AND PENITENTIARIES

The Central Guard School for the State Department of Correction, located at the Walkill State Prison, is now an established institution and marks one of the most progressive steps in years in the history of the Department of Correction. It should, through appropriations and otherwise, receive the support of the Legislature. Further, legislation should be adopted to permit the sending of employees of county jails and penitentiaries to the Central Guard School for the benefit of the education and training that the School has to offer.

#### XIII. THIRD DEGREE METHODS

Legislation should be enacted to minimize the possibility of police practices, commonly referred to as the "third degree." As a first step, the proposal that prisoners, when arrested, be brought without delay before a magistrate, should be put into practice.

\* Chapter 812, Laws of 1911, repealed February 17, 1928, chapter 85.

Whenever the question of "third degree" is raised there is the usual denial on the part of the police and the emphatic claim on the part of the prisoner. It is always the word of the officials against that of the prisoner, yet the courts are not always convinced of the innocence of the police. The following editorial is worthy of note:

#### CASE THAT POINTS\*

Failure of the police to take a prisoner before a magistrate for arraignment until three days after his arrest on a murder charge was sharply and rightly scored this week by General Sessions Judge George L. Donnellan, following the defendant's acquittal by a trial jury.

The Code of Criminal Procedure (section 165) says:

"The defendant must in all cases be taken before the magistrate without unnecessary delay."

Yet time and again the police act wholly on their own notion of how much delay is "necessary." Hence the weakness of section 165, the ever-recurring scandal of the "third degree" and the long-urgued need of procedural law requiring immediate arraignment in terms that neither the police nor any one else can get around.

In this particular case the defendant swore he had made an alleged "confession" only in sheer desperation after long hours of police grilling without food or sleep. Judge Donnellan, keeping to admitted facts of station house examination and delayed arraignment, said:

"This man had been kept under constant questioning for nineteen hours by relays of seventeen detectives, without having been afforded an opportunity, as the law requires, to receive advice from his lawyer or being arraigned in a Magistrate's Court."

"Whether or not there was police brutality in this case, as has been testified, the fact that he had been held all that time is outrageous."

*The World-Telegram* recently discussed with special approval the proposal of the State Commission on the Administration of Justice to make the preliminary examination of a person accused of crime an immediate judicial inquiry into all the facts, thus leaving no room or reason for the station house examination that has bred scandal after scandal and spoiled many a prosecution.

For this procedural change the case that drew Judge Donnellan's stern comment furnishes, we think, one more of many strong arguments—with specific example.

#### XIV. EXTENSION OF FINGERPRINTING

Section 940 of the Code of Criminal Procedure should be amended so as to make it possible for the sheriff of the county jail to fingerprint all persons legally committed to the county jail, all misdemeanants, and those charged with disorderly conduct, or with being a vagrant or disorderly person, and that the Inferior Criminal Courts Act be also amended to conform to the change.

#### XV. COMPENSATION FOR INJURED PRISONERS

That study be given to the need for establishing a system of compensation for prisoners who are injured while employed in the industries or otherwise in the institutions of the State Depart-

\* *New York World-Telegram*, February 23, 1938.

ment of Correction. There are instances where prisoners have been seriously and permanently handicapped through no fault of their own, and yet have not been compensated by the State. There also are instances where prisoners have received large sums of money. It is, therefore, necessary to establish in law a procedure which will make for justice to the taxpayers and the injured prisoners, and at the same time set up safeguards against fraud and exploitation.

#### XVI. LUNACY COMMISSIONS

In our annual report to the Legislature, in 1927, there appeared information showing not only the high cost of lunacy commissions but also the questionable method of appointment to them, and the query as to whether it was necessary to appoint so many commissions. Our interest continued during subsequent years in an effort to pass legislation, and finally, in 1936, two bills were enacted into law (chapters 459 and 460). One bill amended section 27 of the Mental Hygiene Law in relation to the certification of qualified psychiatrists. It establishes a board of psychiatric examiners in the State Department of Mental Hygiene. The second bill amends the Code of Criminal Procedure in relation to the inquiry into the sanity or mental condition of a defendant before or during trial, or before sentence. The association did not feel that this legislation would entirely remedy the situation, but that it would make for some substantial improvement and might induce the courts to give more serious consideration to the need for and the quality of the commissions. *Nevertheless, the disclosures contained in the report to Mayor LaGuardia on lunacy commissions by his Commissioner of Accusers, under date of December 14, 1937, paralleled with greater detail the findings of this Association and others and also substantiated some of the suspicions relating to abuses existing through the appointment of lunacy commissions to such an extent that the Association returns to its original position and urges that for the city of New York the courts use the qualified psychiatric personnel at Bellevue and other city hospitals to determine the question of a prisoner's mental condition.* This will require the revision of sections 658 and 870 of the Code of Criminal Procedure. It is estimated by the Commissioner of Hospitals that a major expenditure of about \$50,000 annually will be necessary to carry out this plan. This expenditure would be greatly offset by the saving in the high cost under the present plan of appointing lunacy commissions.

#### XVII. STATE COMMISSION OF CORRECTION

The Prison Association is largely responsible for the establishment of the State Commission of Prisons, the successor body of which is the present State Commission of Correction. In urging the establishment of a body such as the State Commission of Prisons, prior to 1894, the Association held that there should be

a State financed, independent, free-handed supervisory body to concern itself about the institutions in the State having to do with the care and treatment of those charged with or convicted of crime. Until 1926, when the title of the State Commission of Prisons was changed to the State Commission of Correction, the body held that free and independent possibility of action. However, under the present arrangement, its chairman is the head of the State Department of Correction, and there exists the anomalous situation whereby the head of the Department of Correction is also head of the Commission which is required by the Constitution to visit and inspect the institutions of his Department as well as others. This anomalous situation was added to in 1929 by inserting in section 46 of the Correction Law the words "subject to the direction and control of the Commissioner of Correction" as applied to the general powers and duties of the Commission.

*It therefore is recommended that section 46 of the Correction Law be amended by omitting the words "subject to the direction and control of the Commissioner of Correction."* Under this arrangement the Commissioner of Correction will, in accord with the Constitution, continue as chairman of the Commission, and thereby a certain amount of direction and control by him of the Commission's activities is possible. By deleting the specific "direction and control" there is less danger of restricting the activities of the Commission or defeating the purposes for which it was established, to wit, freehanded investigation and supervision.

In suggesting the above change there is not the slightest intention of reflecting on the present Commissioner of Correction. Yet it is not certain that we always shall have a Commissioner of the type of the present incumbent and, therefore, so far as possible, the Commission should be guaranteed freedom of action in the exercise of its duties.

#### XVIII. MATRONS

It is recommended that the appointment of matrons in county jails and at courts where women are detained be made mandatory.

#### XIX. STATE SUBSIDY FOR PROBATION

Although probation has been used as a method of dealing with those convicted of a crime in this State for more than thirty years, and regardless of the stimulation given by the State Division of Probation and the State Probation Commission, fourteen counties still have no probation service, and five additional counties have no probation service for adults. With about three possible exceptions no community in the State has an adequate number of properly trained probation officers, and some of the large communities have as many as eight separate probation departments attached to the various courts, which function entirely independent of one another, and with no uniformity as to personnel standards or

quality of work. The State Division of Probation does not have the authority to require local communities to establish probation services, to maintain minimum standards, to raise standards of existing departments, or to enforce its recommendations. Its powers are limited to inspection and supervision. The State has assumed full responsibility for the development of two forms of treatment for offenders, institutional care and parole, but has not assumed the same measure of responsibility for the development of probation, even though it is much less expensive and is proving effective in rehabilitating selected groups of offenders. *Therefore, some additional impetus from the State is needed to further the development of probation throughout the State. This should be in the form of State subsidy to local communities, as follows:*

(a) This subsidy could be based upon the percentage of local expenditure for probation, possibly 25 per cent, provided the local service meets the standards established by the State Division of Probation.

(b) These standards would necessarily be flexible, starting with the minimum agreed upon at the time the subsidy system was established and improving as time went on.

(c) It was estimated in 1938 that the total cost for probation service throughout the State was \$1,639,632.47. The additional cost of organizing and maintaining probation service in those counties now without probation service would not exceed \$150,000 annually, which sum would have to be provided by the counties. The total annual expenditure for all probation service in the State would then be approximately \$1,800,000.

(d) Since there are many probation services which fall below the minimum standards now recommended by the State Division of Probation, the State would not have to expend 25 per cent of the total probation budgets as soon as legislation establishing the State subsidy was passed. In view of the above, for the first year or two the State subsidy probably would not exceed more than \$300,000.

## ANOTHER MILESTONE

The year 1938 saw little abatement in public alarm relative to crime, and the usual emphasis was laid on punishment rather than on prevention and rehabilitation. The economic situation affected the finances of the Association, and also some of its activities—for example, the difficulty of finding employment for discharged prisoners. The Association nevertheless carried on with its characteristic wholeheartedness and zeal to keep faith with the vision and purposes of its founders.

**Prison Construction** In his annual message to the 1938 Legislature Governor Lehman recommended an allotment for the New York State Department of Correction from the \$40,000,000 bond issue to the amount of \$11,994,000, this total amount to be expended during the years 1938-39, 1939-40, 1940-41. The largest item was that of \$8,000,000 for a new prison to house 2,000 inmates, it being estimated that the new construction and renovation relating to existing institutions would increase the inmate capacity by 1,987, and this added to the number of cells in the proposed new prison would mean a total increased inmate capacity of 3,987. During the year the population of the various institutions in the State Department of Correction was high, exceeding all previous estimates. This was due not so much to a substantial change in the number being committed to these institutions, but to the fact that sentences were longer, exacting parole procedure was unaltered, and the difficulty of finding employment on the outside, in order to permit release, continued. These factors contributed toward a serious housing problem, requiring the sleeping of inmates in corridors, especially at Sing Sing. The population of that institution reached record breaking highs for the calendar year just ended.

The proposal for a new mammoth type of prison was questioned by the Association while the matter was before Legislature, the position being taken that we have enough of the fortress-like type of institutions and, instead of adding to their number, that if a new prison be necessary its capacity be limited to 1,200 inmates, and that the accommodations of the Woodbourne Institution for Defective Delinquents and the Institution for Male Defective Delinquents at Napanoch be increased so as to make possible increased classification facilities. These institutions, intended to care for mentally defective delinquents, are being taxed to capacity, with the result that there are in the population of the prisons many of those who would be more satisfactorily housed in them. The Department of Correction did not see eye to eye with this point of view, and the future will tell whether the wisest decision was made. Plans are already under way for the building of a new State prison, to house 2,000 inmates, at Green Haven, in Dutchess County.

**Sing Sing Prison** We continued to record our strong disapproval of the prolonged use of practically 800 remaining old cells at Sing Sing. To be sure these cells are not used to the liking of the Department of Correction, but the high population of the prison makes it unavoidable. Although the Association, as well as other bodies, expected that legislation in 1916 would result in the speedy demolition of these old cells, the fact that twenty-two years later about 800 of them still remain is good reason to urge at every opportunity that a minimum number be used, and that at the earliest possible date all of these old stone vault-like cells be demolished.

**New City Prison** Preliminary plans for the new construction were approved by the State Commission of Correction at its August meeting. The preparation of the site for the new building progressed speedily during the year. The Association has had opportunity to join in conference with the architect and Commissioner McCormick, of the Department of Correction of the city of New York, in the consideration of preliminary and final plans. As will be noted from the photograph on page 6, the combined Criminal Courts Building and City Prison make a very impressive exterior, and it is expected the interior design will allow for highly satisfactory housing and treatment facilities. The new structure will consist of four units, three to house the courts and to occupy about two-thirds of the site, and the smaller one to be the prison. The latter will accommodate about 900 inmates and is to provide a diversified type of housing, that is, outside cells, some inside cells, and a new type of dormitory. A marked feature is the use of glass brick, concealing a steel framework, for the walls of the building. It is expected that the prison will be available for use in the summer of 1941. The passing of the old Tombs marks another triumph for the Association and other bodies interested in the administration of criminal law and the better care and housing of prisoners.

**Lunacy Commissions** The 1927 Annual Report of the Prison Association told a substantial part of the story relating to lunacy commissions and recommended certain changes. The existing unsatisfactory condition was treated in subsequent reports, and effort was made in Albany to pass remedial legislation. Due largely to the earnest effort and experience of the Association, two bills were finally passed, chapters 459 and 460, Laws of 1936. These, in a sense, were a compromise, since at that time no headway could be made with the Association's original proposal of abolishing the commissions and referring patients to the various hospitals. Mr. Paul Blanshard, Commissioner of Accounts of the city of New York, also investigated the appointment and functioning of lunacy commissions, and his report (December 14, 1937) parallels with even greater detail the findings of the Prison Association. He recommends the abolition of lunacy commissions. Following the murder of a police officer, early

in 1938, it developed that one of the persons subsequently apprehended, a man named Lavin, had at one time been in the hands of a lunacy commission. This opened up the whole situation with considerable force, and special hearings were held by a Senate committee, of which Senator McNaboe was chairman. The *New York Journal-American*, running a special series of articles on lunacy commissions, gave considerable notice to the Association's long standing interest in the situation and pointed out that what is occurring was prophesied by the Association ten years ago. Three bills were introduced in Albany, one by Senator McNaboe, providing for the dividing of the State into nine districts, with a lunacy commission for each district, and a central supervising lunacy commission in Albany, and the other two, one by Senator Kleinfeld and one by Senator Desmond, providing for the abolition of lunacy commissions and the taking over of their work by State and city hospitals. The bill by Senator Kleinfeld, Senate Int. No. 425, Pr. No. 1509, passed both Houses, but was vetoed by the Governor because of certain defects. The other two bills were held in committee.

The attack on lunacy commissions is another instance of pioneering on the part of the Prison Association and the patience and persistency required to bring about desirable changes. In the beginning the Association stood practically alone, but the force of the present attack on these commissions seems to doom their continuance. In its recommendations to the 1939 Legislature, the Association, reverting to its original position, urges again the abolition of lunacy commissions. (See page 19.)

**Consolidation of Probation Services** Again there is receiving attention the proposal for the consolidation of the probation services within the city of New York. A letter on this subject was received from the Probation Officers' Association of the Court of General Sessions. The following is in part our reply:

Perhaps you and your associates know of the history of probation in this State, but, at the risk of repetition, may I remind you that the Prison Association of New York is largely responsible for the writing and passing of the first probation law in the State of New York. Fifty years before that the Association was active in a pioneer probation service in the Court of General Sessions, and continued until the work was taken over by the city. In this connection, it should be noted that for years prior to 1925 the Association urged that the city take over the probation work in the Court of General Sessions, and prior to the demonstration made by Mr. Cooley had recommended legislation to that end. The passage of this was held in abeyance so that a full demonstration could be made. Finally Judge Collins, Monsignor Keegan, Mr. Cooley, the Prison Association, and others joined hands in support of the needed legislation. There was some opposition but this was soon removed.

I cite the above to show, first, that the Association is a firm believer in and a staunch friend of probation, and that it not only made for its beginning in this State, but has zealously labored for its State-wide expansion, and, second, because the Association is highly gratified with what has developed in the probation service of the Court of General Sessions as a justification of its vision and labors.

Now, in the light of the above, I think it should be clear that certainly this Association has no desire (through a plan of consolidation or otherwise) to impair or destroy the good that has been accomplished through the establishment of the Probation Bureau in the Court of General Sessions. Furthermore, recalling the deliberations of Governor Lehman's 1935 Conference and the work of a follow-up committee of that conference (in which I participated), I know that there never was any desire to set in motion a plan that would be harmful to the probation service in the Court of General Sessions. On the contrary, the intent is to increase throughout the city the kind of service identified with your bureau and which we have a right to expect considering the salaries paid, the type and size of staff, and the modus operandi which has developed as a result. It is held by those who believe in probation that the anomalous situation existing in this city through a wide variety of quality of probation service should not be allowed to continue indefinitely. If for no other reason than for the good of probation itself, I know that there is some alarm about jurisdiction, jobs, salaries, possibility of confusion, etc., yet in the interest of efficiency and progress I think that all of these matters can be dealt with more in a spirit of understanding and co-operation, rather than through a campaign of hostility.

You inquire for literature. I do not think you will find this situation very easily in libraries, but instead, as true advocates of probation, I think it would be useful for you and your associates (if you have not done so up to now) to make a very careful observation of probation as administered and as handicapped in courts other than the Court of General Sessions.

Be assured that this Association desires not only to maintain what has been accomplished in the Court of General Sessions in its probation service, but to extend it to other courts in the city.

The above letter was brought to the attention of Mayor La Guardia and was acknowledged as follows:

The Mayor has directed me to acknowledge, with his thanks, your letter of January 24, 1938, in which you enclose a copy of a letter addressed to Mr. John J. Murphy under date of January 24, 1938.

The Mayor wishes me to say that he appreciates your interest in the matter and he believes that the consolidation of this probation service in the city of New York will be brought about eventually.

**Sex Offenders** The problem of sex offenders continued to cause public alarm during the greater part of 1938. There was considerable press notice on the subject, and headlines, as usual, played a big part as each incident occurred. An exceptionally fine presentation on sex offenders in New York City was made by the Citizens' Committee on the Control of Crime, of which Mr. Harry F. Guggenheim is President, and Mr. W. P. Beazell, Executive Director. The report supported the contention that sex crimes are on the increase but that there was no evidence of a sudden growth. To the Prison Association of New York and others who have been urging psychiatric study and treatment as a part of court and institutional procedure in the treatment of those who come into conflict with the law, the sex offender is not a new discovery. A definite move in the way of isolating known offenders was evidenced in the establishment, in 1921, of the institution for Male Defective Delinquents at Napanock. The problem is clear cut so far as two phases are concerned: (1) means must be found to detect those in the community who are likely to become sex offenders, and (2) when such persons are in custody, either in the

courts or in institutions, they should be dealt with in a way that will restrain them as a danger to the community, and then given whatever treatment, psychiatrically and medically, is possible. There are very definite possibilities in keeping with the first requirement, and in this connection the schools, social agencies, and the police can play an important part. The courts can make use of existing clinical facilities and adhere to the findings when they seem reasonable and sound, thereby curtailing the liberty of known and potential offenders. The institutions should follow a similar course. For the medical profession there is a very definite challenge, requiring considerable intensive study and research. A combination of all these approaches will lead toward the solution of sex offender problems. The Association participated in a series of valuable conferences conducted by the Welfare Council of the City of New York, and it is hoped that in due time some tangible results will follow.

**The Third Degree** During the 1938 session we supported legislation to eliminate the third degree. However, there was not a satisfactory result. Yet it was gratifying to note that the Commission on the Administration of Justice, in its proposed revision of the Code of Criminal Procedure, included a provision designed to eliminate all third degree practices. It favors an arrangement whereby a person arrested on suspicion should therewith be taken before a magistrate, where he may have opportunity to make a statement if he so desires. The magistrate can then commit for trial, after which the police would not be able to subject him questioning. The idea, of course, being that every person arrested for violation of the criminal statutes should enjoy full protection of his constitutional right not to be compelled to incriminate himself. It would seem fair to assume that in this day such a procedure could be followed without detriment to the administration of criminal justice and public protection.

**Raymond Street Jail** This institution, which serves the borough of Brooklyn, is fifty-nine years old, and for twenty-five years or more has been condemned by grand juries, the State Commission of Correction, the Prison Association of New York, and various other bodies. According to the records of the Department of Correction of the city of New York, from July 1, 1936, to June 30, 1937, 21,431 persons were admitted, and for the following fiscal year, ending June 30, 1938, 21,290. In the first group 1,936 were under twenty-one years of age; 517 were twenty-one years of age, and 5,901 were over twenty-one. For the second year the number under twenty-one increased to 2,160, and those over twenty-one years of age decreased to 5,703. It should be noted in these figures that for both periods, and the same has been true for many years, there is a sizable number of young people below twenty-one years of age going in and out of this institution. Their stay varies from a few hours to as long as a year, and the average period would be somewhere between three and six months.

Life within the institution is glaring with idleness and promiscuous association day in and day out. Satisfactory classification and separation cannot be had, with the result that the good and the bad, the promising and the hopeless, are all pretty much together. Many of these people come from the slums and the gutters, some from gangs and street corners, and they are all put in an atmosphere and an environment that lacks almost completely the elements that would suggest to them a departure from their old ways and the making of an effort toward self-improvement. The title, "School of Crime," is quite appropriate for this as well as other institutions of its kind, and in this instance the difficulty is added by the inadequate, insanitary and antiquated type of construction. There is no charge against the Department of Correction of the city of New York or the administration of the institution. Those in authority are doing the best they can under the conditions that confront them. A new building and a well defined program of wholesome treatment of the inmates during their period of confinement is required. During the year protests, resolutions, meetings, and personal appearances were engaged in by various bodies, including the Prison Association of New York. Finally the City Planning Commission, in its preliminary budget for capital fund expenditures, included an item of \$1,200,000 for a new city prison in Brooklyn. However, in its final budget this item was omitted, the money being required, it was held, for other needs, especially the circumferential highway. At this writing the outlook for a new prison is not at all promising. (See page 66.)

**Reappointment** On February 21 Governor Lehman reappointed the General Secretary, E. R. Cass, as a member of the State Commission of Correction and immediate confirmation by the State Senate followed. The Association was actively identified with the beginning of the State Commission of Correction (formerly the State Commission of Prisons) prior to and during the Constitutional Convention of 1894.

**Georgia Prison Reform Program** Because of the Association's broad interest in the treatment of prisoners and its co-operative relationship with the American Prison Association, we urged certain changes in the state of Georgia and became interested in the efforts of Governor Rivers, of that state, to make for progress. Two outstanding criticisms had to do with the use of chains on prisoners and the wretched conditions under which prisoners were housed and fed in many of the road camps throughout the state. One of Governor Rivers' letters to the General Secretary, as quoted below, is encouraging:

I appreciate very much the interest you are showing in the prison reform program we have inaugurated in Georgia.

Many of the reforms are not to be found in the acts of the Special Session, to which you referred in your letter. These are resulting and will result from regulations of the new State Board of Penal Administration and the State Prison and Parole Commission.

The use of chains definitely and finally has been abolished. Striped suits are still in use in some places. This practice was not universal, but very general, under the old system. The Penal Administration Board probably will act soon on the matter of uniforms.

While general plans for the reform have been laid, it probably will take time to institute all of them into maximum operation. We will need the co-operation of the counties in improving county work camps, and cannot expect each county to undertake extensive improvement immediately. However, this will be sought as fast as possible, and within a year I see no reason why our prison system should not be renovated from top to bottom, with all undesirable features eliminated, and with every camp in use, one of modern structure. The board will lose no time in disbanding "cage camps" and those in an ill or insanitary condition. In other words, the worst will be eliminated immediately, and the better brought to best as rapidly as possible.

**New York City Council Bills** During the year there were before the New York City Council two bills of interest to the Association, one, C. No. 26, transferring to the Department of Correction the functions of the sheriffs of Bronx and Richmond counties in relation to the custody of criminals, misdemeanants, and persons detained as witnesses. This situation has for many years held the active interest of the Association, and, as previously indicated, we were of the opinion that the solution would be brought about through chapter 25 of the revised city charter. However, after the charter was adopted, it developed that the Corporation Counsel was of the opinion that further legislation would be required, and this accounts for the introduction of the bill. The Association gave its active support. The bill remained dormant for months but during the closing days of the year, under pressure from Mayor La Guardia, it was brought out of committee and during an all night session of the Council met with defeat. Another bill, C. No. 29, aimed to establish the office of sheriff of the city of New York and to abolish the office of sheriff in each of the counties within the city of New York. It also required that the sheriff be appointed by the Mayor from the classified municipal civil service. This bill was supported in principle by the Association. It likewise met with defeat.

**Federal Aid Bill** We continued to push for action on H.R. 9147, by Mr. John J. Boylan of New York, before the Seventy-Fifth Congress, Third Session. Its purpose was to provide Federal aid for probation and parole systems in the various states, or for their establishment, and for the improvement of old or construction of new prisons. The bill was referred to the Committee on Judiciary in the House, to the U. S. Attorney General, and the Director of the Budget. Unfortunately, favorable action could not be obtained. Yet letters received from the governors of states, and heads of departments and institutions throughout the country, were strongly indicative of a favorable attitude toward the need for such legislation in the interest of progress in the field of crime treatment.

**Annual Meeting** In accord with authorization and direction by the Secretary of State, under date of April 27, 1938, the General Secretary, E. R. Cass, attended the annual meeting of the International Penal and Penitentiary Commission, held in Florence, Italy, May 16 to 21. In this instance he acted in the place of Mr. Sanford Bates, Commissioner on the part of the United States on the Commission, who was unable to attend. Nineteen countries were represented, and Mr. Cass was accorded the full privileges and voting powers that ordinarily would have been exercised by Mr. Bates. Under date of July 11 he submitted a report to the Honorable Cordell Hull, Secretary of State, on the business and activities of the meetings of the Commission. Acknowledgment by Mr. Hull reads in part as follows: "I am very grateful for your co-operation in attending the meeting and in furnishing the Department with the important data contained in your report."

Briefly, the business of the meeting covered such subjects as the repatriation of prisoners; the study of professional personnel; the development of questions for the program of the Twelfth Quinquennial Congress, to be held in Rome in 1940; the problem of voting during Congress meetings, so as to avoid the packing of meetings with residents of the country in which the Congress is held; discussion relating to habitual criminals and short term prisoners. Regarding the personnel of the Commission, the following was reported: Lord Polwarth, representing Scotland, resigned as a Vice-President, and in his place, Mr. Alexander Fateron, of the English Prison Commission, was elected. Dr. J. Simon Van der Aa resigned as Secretary General of the Commission, but will continue as the delegate from the Hague. Dr. Ernest Delaquis, of Switzerland, was elected his successor.

As previously indicated in our reports, the Prison Association of New York was outstandingly active in bringing about the establishment of the first International Penal and Penitentiary Congress, held in London in 1870, and subsequently the establishment of the International Penal and Penitentiary Commission. Therefore, we continue to be active in its affairs and strive with our colleagues to make for its continued success and increased usefulness.

**Constitutional Convention** The Seventh Constitutional Convention was in session from April 5 until August 26, at the State Capitol. Throughout its duration the Association closely observed and followed the deliberations and achievements along lines similar to those employed during legislative days. There was personal attendance at some of the Convention sessions and public hearings, correspondence and consultation with delegates and others, and a close watch on the Legislative Index service. (For a detailed report on the Association's activities see page 43.)

Briefly, the following are some of the outstanding subjects which held the interest of the Association: proposed amendments to the



Constitution relating to Civil Service; prison labor; social welfare; the State Board of Parole; the State Commission of Correction; a Youth Service Council, and criminal procedure generally.

The Association sponsored an amendment, introduced by Mr. Hirschberg, Int. No. 209, Pr. No. 216, deleting the portion of section 11 of article 8 of the Constitution, which makes the Commissioner of Correction the chairman of the State Commission of Correction. The Association held that it is anomalous to have the Commissioner of Correction at the head of a body intended, under the existing Constitution, to investigate and inspect institutions under his direct administrative control. The Association's bill was not reported from committee, but the idea was embodied in the general welfare bill which reached the floor, and during the debate, participated in mainly by Judge McCook and Mr. Corsi, the proposal to exclude the Commissioner of Correction was defeated.

**Certain Lawyers** As will be noted elsewhere in this report, and in previous reports, the Association has maintained almost daily active representation in the Tombs for many decades. Early in the year District Attorney Thomas E. Dewey indicated that he would lend his support to eliminate from the Criminal Courts the fee-gouging shyster type of lawyer. We informed Mr. Dewey that our dealings with unscrupulous members of the Bar had of course been as distasteful and as shocking as some of those listed by him in his address. In the more flagrant cases the Association of the Bar of the City of New York has co-operated effectively with us in the official reprimanding of the attorneys in question. In a letter commending Mr. Dewey for his stand against certain types of lawyers we also directed his attention to portions of our various annual reports. His reply, in part, reads: "I have read with interest the marked portions of the reports of the Prison Association, and of course have known for years of the splendid work done by your organization."

**Co-operation** In the report of the Pennsylvania Joint Legislative Commission, and the report of the Canadian Royal Commission to Investigate the Penal System of Canada, acknowledgment was made of the help received by both commissions from the staff and reports of the Prison Association of New York.

**Commission on Education in Correctional Institutions** A letter addressed to the General Secretary by Governor Herbert H. Lehman, under date of June 7, reads:

I am pleased to redesignate you as a member of the Commission on Education in Correctional Institutions in the State of New York.

Your services in this important field have been most productive, and I wish to assure you of my appreciation of your fine co-operation.

**Public Works Administration Loans** During July several hundred letters were sent out to heads of institutions and members of boards of control advising them of the necessity for requesting before September 1 funds through the PWA, under the Relief Act, for the renovation or construction of correctional institutions. The replies indicated appreciation on the part of many of the officials and their desire to obtain Federal aid if requirements could be met locally and otherwise.

**American Prison Association Congress** The American Prison Association, national in scope and a child of the Prison Association of New York, and made up mainly of officials identified with courts, institutions, and probation and parole systems, held its 68th Annual Congress in Saint Paul, Minn., October 2 to 7. There were representatives from forty-one states, the District of Columbia and Canada. An attractive and useful program was developed and administered. There seemed to be an unusual amount of satisfaction among the delegates, in that they received inspiration and knowledge and renewed vigor to deal with their home problems. The wide scope of the Congress can be quickly understood by consulting the program and the printed Proceedings. (See page 51 for summary of high spots and resolutions.)

**National Jail Association** Continuing its interest of a great many years in the county jail problem, and which interest has borne fruit particularly in the State of New York, the Association joined with others in bringing about the establishment of the National Jail Association.\* This Association will be an affiliate of the American Prison Association and replaces its Committee on Jails. The purpose of the new body is to bind together all those who are concerned with or interested in the custody and care of persons awaiting trial, serving sentence, or otherwise confined in jails, with a view to improving the conditions and systems under which such persons are treated. It is aimed to reach officials and citizens generally in the various communities throughout the country, in the hope that they will become jail conscious and thereby learn something of the conditions within their areas and improve them, so far as possible. It is intended that the organization will work closely with sheriffs and jailers in a mutual effort toward progress. It is not anticipated that the new organization will work wonders overnight or solve all the problems relating to the jail that have to a varying degree occupied the attention of fine minds in the past. However, it should serve as a stimulus and pivot for local activity throughout the Nation, and in that way fulfill the desires of the American Prison Association and further the spirit of the late Dr. Hastings H. Hart of the Russell Sage Foundation, who was so genuinely active on behalf of jails during many years of his useful life.

\* See page 57 for additional information on National Jail Association.

**Prison Deaths** In co-operation with the American Prison Association, a statement was issued to the press commenting on the frightful occurrence at the Holmesburg County Jail, Philadelphia, early in August, which resulted in the steaming to death of four prisoners. At this writing one of the officials has been found guilty and others are awaiting trial.

**Riker's Island** During the month of November the Association protested the renewal of dumping of rubbish and ashes on one side of Riker's Island. The resolution which follows was adopted and sent to Mayor La Guardia, Commissioner Robert Moses of the Department of Parks, the Chief Engineer and members of the Board of Estimate, the chairman of the City Planning Commission, Commissioner Carey of the Sanitation Department, and the press.

WHEREAS, The Prison Association of New York was conspicuous in the campaign that convinced the city authorities as to the need for a new penitentiary to displace the outmoded institution on Welfare Island, and

WHEREAS, It is held that in order to satisfactorily house and intelligently treat the large number committed each year to the penitentiary, not only modern buildings and a well defined program of treatment are essential, but also surroundings that would tend to elevate and inspire lawbreakers to more decent and better living, to the end that the city at large will ultimately benefit, and

WHEREAS, The Department of Correction of the city of New York is endeavoring to insure a better handling and treatment of the inmates of the penitentiary,

*Be it Resolved,* That the Executive Committee of this Association, at its monthly meeting on November 14, 1938, protest the dumping of rubbish and ashes on Riker's Island, now proceeding at the rate of about twelve feet deep over an area of about 1½ acres per week, as being detrimental to the earnest efforts that now are being made to serve the city through a plan of rehabilitating human beings, and for the following reasons:

1. The foul odors generated by the decomposition of the fresh rubbish constitute cruel and inhuman treatment of 25,000 prisoners who pass through the penitentiary gates annually.
2. High grade prison officials and their families should not be expected to live indefinitely under such conditions.
3. The dumps are offensive and unsightly to the public who visit the institution in large numbers during the course of the year.
4. The presence on the island of employees, other than those identified with the Department of Correction, adds seriously to the administrative custodial problem.
5. The dumping of refuse in the close proximity to a \$10,000,000 public institution creates an anomalous situation.
6. Since the World's Fair is to open soon, it is time to discontinue this unwholesome practice of dumping on Riker's Island and the unsightly spectacle it creates.

**Civilian Conservation Corps Camps** In co-operation with the American Prison Association an appeal was made to President Roosevelt, the Secretary of Labor, the Attorney General and the Director of the Civilian Conservation Corps, to allow for the admission of a certain number of probationers and parolees to these camps. This was a continuation

of previous efforts. There was no desire to flood the camps with probationers and parolees, nor was it advocated that a separate camp be set up for them. The whole thought was based on a selective procedure, in an effort to make available the benefits of the camps to those probationers and parolees whose general qualifications seemed to make them worthy of such special help. President Roosevelt referred the matter to the Director of the Corps, Mr. Robert Fechner, who advised that he had given the most careful consideration to the proposal, and expressed regret that it was not deemed advisable to make any change in Civilian Conservation Corps regulations. He contended that while changes might be helpful in certain individual instances, the difficulty of administering a relaxed rule on a national basis, and the possibility that the general public would misconstrue the change, would work to the disadvantage of the Corps as a whole.

**Elmira Commitments** The Association continued to view with deep concern and alarm the commitment to Elmira Reformatory of many persons who were not proper subjects for the intensive educational program of the institution. Their previous criminal history, their mental and physical condition, all combined to make it highly improbable that they could be at all benefited by the program of the institution. Thus there is more or less a waste of time and money. These people are subjects for more specialized institutions or the State prisons. Plans are under consideration to co-operate with the State Department of Correction in improving the situation through a campaign intended to bring the problem more sharply to the attention of the judiciary. The Association's views and suggestions are fully reflected in Recommendation No. IV, page 14, of this report.

**Foreign Visitors** A recent distinguished visitor to the Association's office was Mr. William Waldorf Astor, private secretary to Sir Samuel Hoare, Home Secretary for England. Mr. Astor is also a member of Parliament. At the request of the English authorities we arranged an itinerary for him and provided for his proper introduction. He had a brief but satisfactory visit to various institutions. This he desired to better acquaint himself preparatory to the introducing of the Criminal Justice Bill in Parliament, in November, 1938. Mr. Astor proved to be the type of visitor who justified the best efforts of the Association.

A number of other visitors came from England during the summer, also two from India, and one from Sweden.

**Tombs Interviews** The American jail holds the unenviable position of being the weakest link in the American penal system, despite the fact that it is the basic correctional institution from which developed the prison, reformatory and other types of institution. The jail is the one institution through which over a million persons pass annually to be affected

in some degree by that contact in itself. The failure of the American people to realize the enormity of the problem undoubtedly accounts for much unnecessary crime. Today, as yesterday, grand juries, civic bodies, and other groups condemn this jail and that jail as "a school of crime" or "a community disgrace," only to have their findings relegated to dusty archives. During the past few years, however, progress in this field converts one from a thoroughly pessimistic point of view to one of optimism. Witness, for example, public indignation in such states as Virginia and Connecticut, wherein official legislative commissions were authorized to present concrete plans of improvement. Furthermore, other states are, in one manner or another, taking definite action. Witness also the launching of The National Jail Association as an organization designed to band together all those interested in the care and custody of those influenced by the jail, with a view to improving the conditions and systems under which such persons are treated. These isolated instances of public apprehension of the problem are forerunners of a general change of opinion.

Throughout nearly a century of apathetic public opinion the Prison Association has been active in the Tombs Prison, one of the most widely known jails. Six years following the erection of the Tombs in 1838 this Association was organized and among other responsibilities began a service to the jail administration, and those confined therein, that has proceeded without interruption since that time. The old Tombs—once the target of severe criticism by Charles Dickens—was replaced just after the turn of the century by the present and now inadequate structure.

If space permitted, dramatic stories of opposition and ridicule could be recounted, as the years have witnessed officials of yesterday viewing with disgust and contempt any effort or desire to counsel with accused persons awaiting trial. A sincere belief in the ultimate value of this activity had its reward in the prestige and respect that the Association gained and now possesses with the administration of this and other institutions. The stormy seas of the last century have given way to a consistent and effective service accomplished with the complete co-operation of the authorities. The Association always has been convinced of the need of this service and holds to the opinion that what it can accomplish in a practical and sensible manner is in the interest of public welfare and community improvement.

Of all the jails in the United States the Tombs unquestionably can claim the doubtful honor of admitting more prisoners than any other. Serving the island of Manhattan alone, the Tombs in 1938 admitted over 37,000 different persons—a population in excess of many thriving cities of today. Conservatively figuring that each prisoner is handled, in one fashion or another, on at least three different occasions involving court and clinic transfers, visits to attorneys and relatives, releases and remands on bail, etc., an estimate of over 100,000 turnover is not without question.

During the course of a year the representatives of the Association invariably hear accounts of unethical practices on the part of some members of the Bar, otherwise referred to as "fee-gouging shysters." The co-operation of the Bar Association often has been secured in the more flagrant cases. The extent of these unethical practices was dramatically brought to public attention through the office of District Attorney Thomas E. Dewey last May. Featured by all New York City newspapers as of front-page importance, and headlined by the *New York Times* as "War on Shysters Who Prey on Needy Opened by Dewey," the district attorney outlined a plan to provide indigent prisoners with first-rate legal counsel. The plan, operating through the Voluntary Defenders' Committee of the Legal Aid Society, has been responsible for a perceptible "house cleaning" of some of those held in disrepute.

Commending the district attorney for his fearless denunciation, the Prison Association cited its years of service in this respect and volunteered its full co-operation in the effort for the improvement of the administration of criminal justice. Mr. Dewey replied as follows:

I have your letter of May 12 and thank you very much indeed for your generous comment on my address at the Legal Aid Society dinner.

I have read with interest the marked portions of the report of the Prison Association and, of course, have known for years of the splendid work done by your organization.

I hope that the new plan in connection with the Voluntary Defenders will provide an additional opportunity for co-operation and service in the interest of the administration of criminal justice.

During 1938, the Prison Association referred to the Voluntary Defenders' Committee 479 cases, as follows: General Sessions Court, 288; Special Sessions Court, 25; Felony Court, 166. These cases were brought to the attention of the Association by prisoners confined in the Tombs who, on declaring their inability to retain private counsel, request the free service provided by the committee. Those financially able to provide their own legal service are not accepted but are, in turn, advised to seek counsel through the medium of the presiding judge whose responsibility it is to ascertain that all defendants have exercised their right of representation.

It is appropriate at this point for the Association to mention again its sincere appreciation of the full co-operation of the staff of the Voluntary Defenders' Committee under the able direction of Edward T. Tighe, Chief Counsel.

Frequently, men held in the Tombs become apprehensive as to the welfare of their families and request the assistance of the Association. In such cases the matter is referred to the Family Service Bureau where it receives immediate attention. Requests for the Association to intercede in the collection of overdue salary checks are common. The Association's representatives are the only non-officials to have access throughout the Tombs, and in many instances playing the role of a good listener in itself solves many

a problem. Legal questions not requiring professional services are asked by the thousands and the ability of the Association to supply this service is naturally of immense help to the administration. Correction Officers already overburdened by countless details involved in the daily discharge of their duties have little or no opportunity for extensive interviews with inmates. The readiness of the Association to carry this burden eases the task of administration.

Without the continued and sincere co-operation of the authorities this service would not be possible, and it is the Association's desire to record again its appreciation of the assistance of the Tombs staff headed by Warden William A. Adams.

With nearly a century of experience, the Association does not and could not countenance the continuation of this work on a sentimental and emotional basis. It proceeds in an orderly, businesslike fashion in the interest of the welfare of society.

#### Employment and Relief Bureau

The functions and services of this important bureau are confined to men who have been released from penal and correctional institutions and to those on probation. This group, in the main, comprises parolees under active parole supervision of New York State or New York City authorities. Direct referral of each case is made by the parole officer giving the necessary factual information and outlining the outstanding problems that need to be met.

From a practical point of view, the problem graphically presents itself in the form of a released prisoner who has experienced but one or two hours of freedom before reaching the Prison Association. This parolee has made his initial report to the local parole authorities and has thereby spent one-half of the allotment of ten cents granted him by the city at the time of his release. On reaching this bureau the remainder of the sum has been spent for care, with the result that the parolee's earthly possessions consist of the clothes on his back and whatever papers and incidentals he may be carrying. Usually the whereabouts of all friends and relatives are unknown, and the parolee's future consists of no job, no home, no friends, and no funds. This situation in itself, however, does entail a direct invitation to resort to crime for a livelihood. It is the desire of the Association to meet this rather blunt and somewhat confounding situation with a professional, yet common sense approach, together with the intelligent recognition of the problems at hand.

Such a statement, however, encompasses a high field of endeavor. Aside from the moral aspect necessary and present in the rehabilitative program, there is also the necessity of supplying the more concrete elements, such as food, shelter, clothing, together with probably the greatest rehabilitative force—employment. Readily conceivable are the tremendous handicaps to be surmounted in the placement of ex-prisoners. Regardless of the nature of the crime or the circumstances involved, and regardless of the indi-

vidual's firm desire to abide by the laws and conventions of society, the fact that he is the possessor of that abstract, ominous stigma, "a record," remains with him always and inspires fear and distrust in the minds of men. Such is the attitude so frequently encountered in the search for employment for this group. Notwithstanding this factor, and despite the limitations of the present economic recession, the bureau has been successful in obtaining employment for many of the more deserving clients.

Perhaps the greatest problem to be met is resultant from a our modern social system itself. The man released from prison after he has "paid his debt to society" discovers the truth of the matter is that he never ceases to pay this debt. For years he has experienced incarceration, separated from his family, and subjected to a life almost completely dissociated from that of the ordinary man. The problems of the man in the regular pursuits of normal life seldom penetrate through the prison walls, and so the life of the prisoner is literally oblivious to the ever-changing conditions existing in the world from whence he came. The problem does not result from incarceration alone but to a large extent is dependent upon conditions existing upon his release. Facing again the free world he experiences bewilderment; he is unfamiliar with modern life passing before him, and the years in prison with their deadening routine have made him insensitive and apathetic. Myriad troubles and problems arise, assuming insurmountable proportions in the mind of the ex-prisoner. Unable to cope with these problems he believes that the only solution lies in his reverting to criminal and antisocial ways. He seeks to condone such thoughts by placing the blame and the cause of his conditions on the injustices of society. It is at this point that the Association steps in and with sympathetic understanding, wise guidance, and material assistance, nurtures the hope of social reclamation held by many prisoners on their release.

The attitudes formed by the parolee within the first few days of his freedom are accountable for much of the trend of his eventual behavior. In the case of parolees under the jurisdiction of the New York State Board of Parole this is not as noticeable, due to the fact that suitable homes and employment are necessary before actual release can be effected, but in the case of those under the parole supervision of the city of New York, the job and home requirements are not mandatory. It is a psychological fact that first impressions are often indelible in nature and society's immediate reception of the released prisoner is usually a lasting one. Witness, for example, the barriers automatically operating against the successful readjustment of the parolee. Parolees of New York State are forbidden by law to accept employment in any restaurant, hotel or others concern selling alcoholic beverages in any form; the fact of their parole precludes them from entering the camps of the Civilian Conservation Corps; because they are ex-convicts it is impossible for them to compete for Civil Service positions, and chauffeurs' licenses are denied them. In addition, many

semi-skilled and skilled jobs heretofore open are restricted because of labor union regulations. It has become necessary to join certain unions before being eligible to hold positions operating under "closed shop" agreements, and at the present time the supply so far exceeds the demand that many unions are closing their books to new members. In plain and simple language, this amounts to not being able to join a union unless one has a job, and not being able to get a job unless one is a union member. The result is nothing more than a vicious circle surrounded by despair and a decrease of ambitious intentions.

In this era of mass governmental relief projects many unskilled jobs have been usurped. Such everyday jobs as ditch-digging, snow removal work, hospital porter work, and other activities are, in one manner or another, work relief activity.

The world the parolee faces is indeed a rather dismal one and the object of the Employment and Relief Bureau, under the able direction of Mr. Joseph C. Walsh, Jr., is to intelligently and firmly assist the parolee in the solution of his many problems. The Association's years of uninterrupted experience in this field have long since indicated that this problem is one not to be dealt with sentimentally or in a haphazard fashion. It is a problem requiring experience, patience, forthrightness, and tact, and, to top it all, an abounding faith in human nature. In the alleviation of this problem we invite the help of socially-minded citizens.

#### STATISTICS OF EMPLOYMENT AND RELIEF BUREAU FOR 1938

Total interviews*	6,199
Interviews with clients	4,094
Different men interviewed	2,633
Men released from New York City penal institutions	2,082
Men released from New York State penal institutions	305
Men released from out-of-State penal institutions	179
Men on probation	47
Men with no criminal record (special)	20
	2,633
Meals provided	5,416
Nights lodgings provided	1,414
Men placed in employment	293
Men given cash relief	1,163
Men given clothing	76
Total cash relief given	\$3,612.97
Total cost of meals and lodgings	1,294.57
Total amount spent solely for relief	4,907.54

**Family Service** "Rehabilitation—the restoring to a former status, capacity, right, rank, or privilege."  
**Bureau** Practically speaking, a simple and forthright statement of Webster's becomes a glaring reality involving patience, courage, knowledge, and tact, when one is called upon to face it day by day. The question might well be asked: Who

\* Includes personal and telephone interviews with clients, parole and probation officers, and agency officials.

is more deserving of restoration to a former status than the family left behind by the man coming into conflict with the law? As is oftentimes the case, it is impossible for one to share a sympathetic understanding with the individual committing a crime, but it frequently is possible, and sometimes necessary, to share that feeling with the wives, mothers, and children of the culprit. The vast majority of such persons coming to the attention of the Family Service Bureau suffers more severely than their relatives who have been given long terms of imprisonment. It is a psychological fact that strict routine and enforced discipline make for a habit pattern not too difficult to follow and in the case of the imprisoned offender this is eventually the result. As opposed to this, however, we find the family left in the free community facing the terrifying pace of a metropolitan area with bewilderment, timidity, and, frequently, with ignorance of "what it's all about." Flung unceremoniously into such situations, it is indeed the unusual family that is able to effect its own satisfactory adjustment. The tenor of the complex life of a city is quite apt to be ruthless in nature and families suddenly deprived of their sole support do not find themselves sheltered by a comfortable and well-controlled routine. To exist in the city of today, one needs to possess a certain sense of being capable of caring for one's self. Without this ability and knowledge of the various community resources, the family virtually becomes lost, if not forgotten.

It is at this point that the Family Service Bureau exerts its greatest effort. The policy of the Association is to be of service primarily in that period of emergency that follows the arrest of the male member and that continues until permanent relief is granted, or some other adequate solution reached. The bureau accepts only those families deprived of the supporting member by virtue of imprisonment. These cases are frequently referred by wardens and superintendents of institutions, private and public welfare agencies, friends, police officers, and through the Association's service in the Tombs Prison. It is not the function or within the ability of the bureau to provide permanent relief extending over long periods of time but, instead, to provide emergency and supplemental financial assistance, together with the necessary advice and counsel best suited to the individual problems.

Rehabilitation through this service can be brought about in a dual capacity. First, the family can be imbued with renewed confidence and hope and oftentimes placed in a position of being able to maintain its own support; and, second, an otherwise distracted prisoner is assured that his family will not suffer too severely.

The Prison Association of New York has been dealing with these problems for too many years not to be cognizant of the fact that sympathetic understanding belongs, first, to the families and other victims of an individual's lawlessness, instead of with the individual himself. However, to stop definitely at that point would

be to contradict the acknowledged function of a correctional institution; namely, to protect society and to rehabilitate the offender. Therefore, it is wholly conceivable that rehabilitative effort directed at a prisoner alone may fail, unless attention is given to his family's welfare by an organization equipped, through an experienced and trained personnel, to satisfactorily deal with such situations. The effects of an otherwise thoroughly co-ordinated plan of treatment, involving educational and vocational training, psychiatric and medical attention, and other modern treatment devices, can be conclusively nullified if the family of a seriously-intentioned inmate is unsatisfactorily adjusted in the community. Because of the stark realization of this fact, the bureau finds the majority of its referrals being made by wardens and others who realize the practical benefits of its service.

Totally beyond the value of the bureau's service from the inmate rehabilitative angle, yet closely related, is the value of its effort as a crime-preventive agency. Children are encouraged to join recreational centers and character-building organizations, and, where necessary, the Association attends to such details as membership fees and introductions. In this day of mass unemployment and restricted working hours, emphasis on leisure time activity cannot be too strong. During the summer groups of children are afforded healthy, pleasant, and thoroughly enjoyable vacations in camps. Here again, where necessary, the financial details are cared for and all other arrangements made.

In many of the families seeking the Association's counsel, serious conflicts are apparent on the part of the mother. Frequently, the mother questions the advisability of informing the children as to their father's whereabouts and the psychological problems thus presented often lead to distraction and loss of bearing. The opportunity to discuss such situations with others is often in itself extremely helpful. On the other hand, it may be found advisable, after an exhaustive analysis of the circumstances has been made, to advocate legal separation or annulment of marriage. It is not at all unusual for an unsuspecting wife to be confronted with her husband's lengthy criminal record, and in some such instances it is for the good of all concerned to initiate annulment proceedings. In matters such as these the full co-operation and advice of the Legal Aid Society is secured.

One morning of interviewing would, for example, present such problems as the following:

Mrs. Johnson\* implores the worker for practical advice in the handling of her daughter Anne. Ever since Ben Johnson was sentenced to five years for the forgery of that relief check his wife has experienced no end of trouble with Anne. She was truant and associated with questionable company but, generally speaking, seemed as intelligent and normal as any girl of her age. Was the problem, then, one of the child or the mother? An extensive

\* All names are fictitious.

interview brought out a variety of situations, substantiated by an observation of the home, which proved that the major problem concerned the mother. Referral and treatments by the mental hygiene clinic resulted in improved mother and daughter relationships, the lack of which had accounted for much of the misbehavior.

When Joe Williams\* was arrested a week or two ago his wife was left without a cent and with grocery and gas and electric bills unpaid. The Williams were new in the city and friends and relatives were not around to help. Following immediate referral to the public relief agency for permanent financial assistance, she was given emergency food money and arrangements were made with the public utility company for an extension of her credit. The suggestion was made that in view of Williams' protracted absence, Mrs. Williams seek a smaller and cheaper apartment. Later, following the solution of the immediate problems, arrangements were made for her enrollment in an evening vocational class.

Marie Salvo\* had seen her father arrested many years ago for a serious crime and knew, of course, that it would be years before he would be released, if ever. Despite the untimely death of Marie's mother, she had made an admirable record for herself. Forced to leave the high school, in which she was a good student, to make a home for a younger brother and sister, Marie, one day, found herself out of a job. The needlework business was slim at best, but the seasonal trend forced an economy move and Marie, among others, was dismissed. Granted emergency assistance by the bureau, Marie soon found other employment through the contacts of the Association.

Claiming to be referred by friends, Mary Simmons\* appeared to be an "agency hardened" individual who knew all the answers in addition to holding to the opinion that the Prison Association was forced to assist her. A quick telephone check-up revealed that this woman was known to many other welfare agencies, in addition to being the recipient of a regular Home Relief allowance. What appeared to be an unusual nervous condition proved to be the result of drug addiction and her insistence for immediate funds was not for clothing necessities but for narcotics. Threatening the staff with "You'll hear from this," Mrs. Simmons departed probably convinced against her better judgment that agencies can be just as alert to unworthy cases as anyone else.

The final applicant of the day was given a small sum of money on the request of a neighboring welfare agency, to be used for payment of furniture storage. With the release of the woman's husband near at hand the emergency assistance solved the one pressing problem remaining until the man began his promised employment.

In conclusion, it seems appropriate to renew the pledge that the Prison Association will continue to maintain to the best of its

\* All names are fictitious.

ability its services to these families. Their struggle to restore themselves to their former status will be aided and abetted by the Family Service Bureau, under the trained direction of Miss Martha Freundlich, which, in turn, will reflect itself in the welfare of the community.

#### STATISTICS OF FAMILY SERVICE BUREAU FOR 1938

Families under care, January 1, 1938.....	439
New cases received.....	131
Old cases reopened.....	40
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Total number of families under care.....	610
Cases closed.....	356
Families under care, December 31, 1938.....	254
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Total amount of cash relief given.....	\$3,201.64
Visits to homes, relatives, and social agencies.....	866
Office interviews (involving advice, guidance, and giving of material aid, etc.).....	954
Individuals provided with Thanksgiving and Christmas dinners.....	683
Children given toys at Christmas.....	229
Children sent to summer camps.....	80
Women and children referred to medical and dental clinics.....	39
Women and children referred to mental hygiene clinics.....	6
Women and children referred to settlement clubs, day nurseries, and church clubs.....	71
Women referred to the Legal Aid Society and the Voluntary Defenders' Committee.....	9
Boys and girls referred to Boy Scouts, Boys' clubs, Big Brother organizations, Y.M.C.A., Y.W.C.A., Y.M.H.A., and Y.W.H.A.....	35
Women referred to the Family courts of New York.....	12
Women and girls referred to employment agencies.....	81
Eligible cases referred to public relief agencies (Board of Child Welfare, Emergency Relief Bureau, Veterans' Relief, Old Age Assistance).....	160
High school students referred to the National Youth Administration for allowances.....	10
Referred to Free Milk Fund for Babies, Inc.....	5
Clothing given.....	79
Emergency food orders.....	11

## THE CONSTITUTIONAL CONVENTION

From April 5 until August 26, 1938, the Seventh State Constitutional Convention met in the State Capitol at Albany, and throughout its duration the Association closely observed and followed its deliberations. It is significant to note that in 1846—when the Association was only in its second year—the deliberations of the Third Constitutional Convention were of major concern to the charter members of the Association. Since that time, three conventions have been held and the Association has played a conspicuous part in each one.

As a matter of general interest, it is appropriate to briefly review at this time the 1846 Convention as it related to the Association. At that time the members and officers felt it their duty to propose some necessary alterations in the existing prison system and a committee was formed to recommend these changes. This committee performed a noble task and its recommendations were adopted, and the Prison Association of New York recorded one of its earliest important achievements in the improvement of criminal jurisprudence.

The Fourth Constitutional Convention, held in 1867, witnessed continued and vigorous activity on the part of the Prison Association. Through legislative appointment in 1865, a commission of members of the Association was empowered to make a sweeping survey of prison conditions in this and other states. Following exhaustive deliberations the commission submitted on June 27, 1867, a recommendation providing for a board of governors of prisons to have the charge and the superintendence of the State's penal institutions. This board was to be given inspection powers and was to be appointed by the Governor. The recommendation also conferred certain powers and duties upon the board, regarding county jails and local or district penitentiaries.

The Convention Committee on State Prisons and the Prevention of Crime, receiving this statement, could not agree on a unanimous report. Consequently, majority and minority reports were filed with the general body of delegates and the Association strongly backed the minority group. The Convention then adopted the minority statement which embodied the Association's recommendations. The people of the State rejected the entire revised Constitution but in later years the Association brought about legislation effecting the same recommendations.

The Convention of 1894 again witnessed the Association's activity, which had been planned for several years prior to the Convention itself, as did the Convention of 1915. The proposals of the 1915 Convention were overwhelmingly defeated by the people and the 1894 Constitution remained the governing document.

This year the Prison Association has been in close touch with the deliberations of the Convention through personal attendance, correspondence, and various other means. Special attention was,

paid to all proposals relating to correctional matters and those pertaining to the State's system of justice.

A Constitutional Convention is, of course, deserving of the closest attention in view of the fact that the Constitution, with which it is concerned, is the basic law of the State and can be revised or amended only by a majority vote of the people. Constitutional Conventions are held only infrequently, usually with intervening lapses of at least twenty years, and it is extremely important that advantage be taken of the opportunity such a convention offers. From another point of view, the Association was in a position to be of service to the people of the community to the extent of offering its objections to unwarranted proposals. In these instances it worked co-operatively with other private agencies and public divisions. On several occasions committees of the Convention invited the comment and viewpoint of the Prison Association, realizing its long interest and knowledge of correctional matters.

Following is a brief general summary concerning the proposals in which the Association was interested:

*Civil Service* (By Mr. Kenyon—Int. No. 338, Pr. No. 694, new)

Several proposals concerning Civil Service were entered, most of them making for additional preference for war veterans. In commenting on the proposal introduced by Mr. Kenyon, making for veterans' preference for all persons with acceptable service records, over and above those disabled in line of duty, the Prison Association went on record as follows:

The Prison Association of New York, founded in 1844, and interested in the improvement of the State's penal and correctional system, desires to go on record as opposing any measure making for an extension of the preference given to veterans, or any other body, within the Civil Service of the State. We feel that only through strict adherence to the merit system, without regard to preference for any specific class or body, can the State secure the highest type of public servant. The granting of preference tends to destroy the fundamental principle of the merit system—that of equal opportunity without partiality.

After many years of constant effort the State's correctional system is now possessed of the highest type of personnel in its history, and this Association is emphatically opposed to any and all measures that would tend to destroy this situation. The expansion of the preference clause, we feel, would preclude the possibility of the State to continue to obtain the best qualified employes.

In addition to correspondence on this matter with the Hon. W. Kingsland Macy, Chairman of the Convention Committee on Civil Service, a representative of the Association attended a public hearing and worked in co-operation with the Civil Service Reform Association. The Association, of course, maintains the highest respect for those serving the nation in time of war and does not direct its opposition to the veterans' group alone, but to any group that attempts to gain more than an equal opportunity with the rank and file of citizens. The extension of preference tends to undermine the fundamental objectives of Civil Service.

The combined proposals making for veterans' preference were defeated by vote of the Convention.

*State Board of Parole* (By Mr. Martin—Int. No. 278, Pr. No. 289)

A proposal introduced by Mr. Martin provided for the appointment of justices of the Supreme Court to the Parole Board. On record with the Judiciary Committee the Association indicated that it was largely responsible many decades ago for the introduction of the indeterminate sentence and parole in this State, and that having observed parole at close range through the years the Association felt that parole as administered in New York State since 1930 is highly satisfactory and in good hands. The proposal in question appeared to the Prison Association to be wholly unnecessary and beyond the conception of how it could make for any better exercise of care and judgment in the interest of public good. This proposal was not reported out of committee.

*State Commission of Correction* (By Mr. Hirschberg—Int. No. 209, Pr. No. 216)

The Prison Association sponsored a proposition introduced by Mr. Hirschberg, having to do with the deletion of that portion of section 11 of Article VIII of the Constitution, making the Commissioner of Correction the chairman of the State Commission of Correction. As a matter of general policy, it was felt by the Association that the Commissioner of Correction should not be the head of the constitutional body delegated to inspect the institutions under his control. The Prison Association was largely responsible for the establishment of the State Commission of Prisons, the successor body of which is the present State Commission of Correction, and as far back as 1894 the Association held that there should be a State financed, independent, and free-handed supervisory body concerned with the inspection and administration of the State's penal and correctional institutions. Prior to 1926, the old Commission of Prisons held that independence, but with the reorganization of State government in that year the present arrangement was installed.

Through the State Charities Aid Association a wide-sweeping social welfare proposal was offered for the action of the Convention. In consultation with officials of that organization it was decided that as a part of their proposal the section in question concerning the State Commission of Correction be omitted. The proposal as finally submitted provided for the Commission, but did not indicate that the Commissioner of Correction was to be the chairman of the Commission.

Public hearings were held concerning this proposal and representatives of this Association were present and made statements for the record. It will be noted also that Document No. 7 entitled "A Report of the Committee on Social Welfare" recommends the change advocated by the Prison Association. This recommendation is to the effect that "the present provision that the head of



the Department of Correction shall be chairman of the State Commission of Correction, is omitted. This change is recommended on the ground that the Commission as an inspectorial body composed of lay citizens should not be headed by a State official exercising delegated administrative responsibilities." It is regretted, however, that at the end of the session given to the general floor discussion of this proposal, the deletion urged by the Association was retained.

*Prison Labor* (By Mr. W. T. Bennet—Int. No. 351, Pr. Nos. 370, 831)

Proposals limiting prison labor to the State-Use system, already in vogue in New York, were introduced. The Association carefully observed the movements of these proposals but took no direct action as it felt that the present statutes adequately cover the same ground. The purpose of the proposals was somewhat vague and the Convention took no action on the matter.

## LEGISLATION

For many years it has been the practice of the Association to have a representative in Albany during the legislative session. Through this personal contact, or by letter or memorandum, its views are made known to members of the Legislature, chairmen of committees and the Governor, and approval or disapproval of bills registered. During the 1938 session the following bills held the Association's attention.

### Approved

*Senate Int. No. 17, Pr. No. 17:* To amend the Executive Law, in relation to creating a division of crime prevention in the Executive Department, providing for its organization, and prescribing its powers and duties, and making an appropriation for its work. *Failed of passage.*

*Senate Int. No. 18, Pr. No. 1866:* To amend the Correction Law, in relation to the requirements for probationary training of guards and keepers in county jails and penitentiaries. *Failed of passage.*

*Senate Int. No. 19, Pr. No. 19:* To amend the County Law, in relation to authorizing the extension of the rules of the State Civil Service Commission to guards and keepers in county jails and penitentiaries. *Failed of passage.*

*Senate Int. No. 197, Assembly Pr. No. 2655:* Authorizing the creation of a State debt and making appropriations for the construction of certain buildings for State institutions. *Chapter 523.*

*Senate Int. No. 255, Pr. No. 864:* To amend the Correction Law, in relation to the care and maintenance of prisoners in the State prisons. *Failed of passage.*

*Senate Int. No. 319, Pr. No. 323:* To amend the Correction Law, in relation to identification records of persons convicted of crimes involving moral turpitude. *Failed of passage.*

*Senate Int. No. 406, Pr. No. 1288:* To amend the Code of Criminal Procedure, in relation to the inquiry into the insanity or mental condition of a defendant before or during trial or before sentence. *Failed of passage.*

*Senate Int. No. 425, Pr. No. 1509:* To amend the Code of Criminal Procedure, in relation to providing for inquiry into the insanity or mental condition of defendants charged with or indicted for crime and repealing certain provisions of such code, relating to lunacy commissions appointed for such purpose. *Vetoed.*

*Senate Int. No. 437, Pr. No. 445:* To amend the Correction Law, in relation to authorizing and providing for the establishment, operation and maintenance of an experimental State camp for the care, treatment, occupation and rehabilitation of adult male vagrants, tramps and inebriates, and making an appropriation therefor. *Failed of passage.*

*Senate Int. No. 662, Pr. No. 1998:* Continues to December 1, 1938, the Salary Standardization Board, provides for allocation of positions not heretofore allocated and equalization of salaries in various grades by a classification board to be established in Civil Service Department, and appropriates \$25,000 for Civil Service Department and \$10,000 for Budget Division. *Chapter 498.*

*Senate Int. No. 724, Pr. No. 1226:* To amend the Executive Law, in relation to the employees of the Board of Parole. *Failed of passage.*

*Senate Int. No. 751, Pr. No. 785:* To amend the Code of Criminal Procedure, in relation to proceedings when person in confinement appears to be insane or a mental defective. *Failed of passage.*

*Senate Int. No. 785, Pr. No. 819:* To amend the General Municipal Law, in relation to authorizing the joint acquisition, construction, operation, maintenance, control and supervision of jails and lock-ups by two or more cities, villages and towns in certain counties. *Failed of passage.*

*Senate Int. No. 862, Pr. No. 1801:* To amend the Code of Criminal Procedure, in relation to the correction of verbal errors. *Chapter 366.*

*Senate Int. No. 1021, Pr. No. 1121:* To amend the Correction Law, in relation to allowance upon retirement of employees in State correctional institutions for certain military service. *Chapter 692.*

*Senate Int. No. 1164, Pr. No. 1285:* To amend the Code of Criminal Procedure, in relation to taking defendant before a magistrate without delay and in relation to keeping a public record of the time of arrest and time of taking before a magistrate and repealing section one hundred sixty-five thereof relating to taking defendant before a magistrate. *Failed of passage.*

*Senate Int. No. 1168, Pr. No. 1290:* To amend the Executive Law, in relation to authorizing the Governor to offer and pay rewards for information leading to the apprehension and conviction of kidnapers of persons within the State. *Failed of passage.*

*Senate Int. No. 1215, Pr. No. 1337:* To amend the Correction Law, in relation to reimbursement of State for cost of maintenance of prisoners confined in State prisons, and making an appropriation to pay expenses of the Department of Correction. *Failed of Passage.*

*Senate Int. No. 1432, Pr. No. 2466:* To amend the Executive Law, in relation to the employees of the Division of Parole of the Executive Department. *Failed of passage.*

*Senate Int. No. 1469, Pr. No. 1656:* To make the office of sheriff of Herkimer county a salaried office and to regulate the management thereof. *Chapter 661.*

*Senate Int. No. 1980, Pr. No. 2274:* To amend the Code of Criminal Procedure, in relation to the sanity or mental condition of a person charged with crime and repealing certain provisions of such code, relating to lunacy commissions. *Failed of passage.*

*Senate Int. No. 1933, Pr. No. 2277:* To amend the Correction Law, in relation to the purchase of articles manufactured in State correctional institutions and to the price of labor performed, and articles manufactured in such institutions. *Failed of passage.*

*Assembly Int. No. 94, Pr. No. 94:* To amend chapter two hundred ninety-five of the Laws of nineteen hundred twenty, entitled "An act in relation to the commitment of women and girls of the age of sixteen years and over in the counties of Kings, Queens, Nassau and Suffolk," in relation to the correction of verbal errors. *Chapter 715.*

*Assembly Int. No. 247, Pr. No. 247:* To amend the Correction Law, in relation to classification of prisoners. *Failed of passage.*

*Assembly Int. No. 603, Pr. No. 618:* To amend the Code of Criminal Procedure, in relation to certain examinations to be conducted by the mental hygiene department. *Failed of passage.*

*Assembly Int. No. 673, Pr. No. 688:* To amend the Penal Law, in relation to punishment for murder committed by a person engaged in the commission or attempted commission of a felony. *Failed of passage.*

*Assembly Int. No. 707, Pr. No. 727:* To amend the Inferior Criminal Courts Act of the city of New York, in relation to qualifications of city magistrates. *Vetoed.*

*Assembly Int. No. 813, Pr. No. 841:* Defines mob assembly to include three or more persons and lynching as act of violence resulting in death, with certain exceptions, and defines mob violence not resulting in death to include assault upon any person in custody of peace officer and fixes penalty therefor. *Chapter 397.*

*Assembly Int. No. 1054, Pr. No. 1126:* To amend the Correction Law, in relation to powers of the State Commission of Correction with respect to county penitentiaries and court detention pens. *Chapter 288.*

*Assembly Int. No. 1055, Pr. No. 1127:* To amend the General Municipal Law, in relation to authorizing the joint acquisition, construction, operation, maintenance, control and supervision of jails and lock-ups by two or more cities, villages and towns in certain counties. *Failed of passage.*

*Assembly Int. No. 1390, Pr. No. 1534:* To amend the Correction Law, in relation to titles and salaries of certain officers. *Chapter 690.*

*Assembly Int. No. 1443, Pr. No. 2374:* To amend the Code of Criminal Procedure, in relation to revocation of bail by the court. *Chapter 445.*

*Assembly Int. No. 1647, Pr. No. 2551:* To amend section seven of chapter twenty-nine of the laws of nineteen hundred thirty-one, entitled "An act authorizing the creation of a state debt and making appropriations for the construction of certain state buildings and permanent betterments," generally. *Chapter 717.*

*Assembly Int. No. 1874, Pr. No. 2125:* To amend the County Law, in relation to work at which prisoners may be employed while under sentence to county jails. *Chapter 234.*

*Assembly Int. No. 2186, Pr. No. 2565:* In relation to salary schedules for certain employees in the Department of Correction. *Vetoed.*

*Senate Int. No. 624, Pr. No. 644:* To amend the Penal Law, in relation to clarifying the intent and purpose of the provisions of subdivision three of section twenty-one hundred ninety thereof. *Failed of passage.*

*Assembly Int. No. 268, Pr. No. 268:* To amend the Code of Criminal Procedure, in relation to the defendant as a witness. *Failed of passage.*

*Assembly Int. No. 1535, Pr. No. 1705:* To amend the Correction Law, in relation to records of persons admitted to prisons, jails, or other institutions and in relation to physical examination upon admittance. *Failed of passage.*

#### Opposed

*Senate Int. No. 358, Pr. No. 1898:* To amend the Correction Law, in relation to compensation of officers. *Vetoed.*

*Senate Int. No. 643, Assembly Pr. No. 2840:* To amend the Penal Law, in relation to punishment for second offenders. *Vetoed.*

*Senate Int. No. 644, Pr. No. 1551:* To amend the Code of Criminal Procedure, in relation to mental examinations and repealing section eight hundred seventy relating thereto. *Failed of passage.*

*Senate Int. No. 651, Pr. No. 1990:* Relating to lunacy, constituting chapter thirty-three of the consolidated laws. *Failed of passage.*

*Senate Int. No. 942, Pr. No. 1862:* To amend the Education Law, in relation to special service bureaus and repealing the Children's Court Act and all of the special acts establishing the Children's Court. *Failed of passage.*

*Senate Int. No. 1150, Pr. No. 1269:* Proposing an amendment to section five of article four of the Constitution, in relation to commutations, reprieves and pardons after conviction where the sentence is death. *Failed of passage.*

*Assembly Int. No. 539, Pr. No. 548:* To amend chapter two hundred fifty-four of the laws of nineteen hundred twenty-four, entitled "An act in relation to the children's court of the city of New York," in relation to jurisdiction of children eighteen years of age. *Failed of passage.*

*Assembly Int. No. 854, Pr. No. 2550:* To amend the Inferior Criminal Courts Act of the city of New York, in relation to investigation and remand of adolescent offenders. *Failed of passage.*

*Assembly Int. No. 2053, Pr. No. 2911:* To amend the Correction Law and the Code of Criminal Procedure, in relation to payment by the State of expense of proceedings to determine insanity or mental defect of persons held as tramps or for felony and the expense of transfer of such persons. *Vetoed.*

#### HIGH SPOTS OF THE SIXTY-EIGHTH ANNUAL CONGRESS OF THE AMERICAN PRISON ASSOCIATION

An encouraging indication of the acceptance of a broader correctional policy on the part of an increasing number of people was graphically illustrated at the Sixty-Eighth Annual Congress of the American Prison Association through the attendance of over 800 delegates from forty-five states, Canada, Mexico, and England. Held in Saint Paul, Minn., known as the gateway of the Great Northwest, from October 2 to 7, 1938, the Congress stimulated local and sectional interest, as well as providing the many delegates with a renewed vigor to approach their problems in accord with the best of modern-day thought. Probably in no other branch of sociology is the temptation to be satisfied with the "status quo" so great as it is for those engaged in every-day prison work. The walls of an institution too often serve as barriers to the infiltration of knowledge and the daily routine has the power to stifle an alert and progressive official, unless outside influences can be brought to bear. It is at this point that many anticipate year by year the annual gatherings of the Association. The Congress is the only annual nation-wide group meeting of men and women institutional administrators, prison officials, members of parole boards, parole and probation officers, and others actively engaged or interested in the problems of correctional treatment.

The Sixty-Eighth Congress was an enthusiastic one and judged one of the best in the long series beginning with the first in 1872. Plans are now being made for the Sixty-Ninth Congress to be held in New York City, October 15 to 20, 1939. President Austin H. MacCormick, Commissioner of the Department of Correction of the city of New York, and the other officers anticipate a record gathering. The World's Fair theme "Building the World of Tomorrow" will be appropriate to the feeling of the Congress and the Fair itself will be one of the major attractions of New York.

The Congresses of the American Prison Association are designed to appeal to the individual, and for that reason many small group sessions are held, affording ample opportunity for individual discussions and participation. Accompanying the smaller group meetings are daily mass meetings of special interest to all in attendance. Problems of crime prevention, classification of prisoners, prison discipline, inmate participation and the rehabilitation of offenders occupied the attention of the delegates in the sectional and general sessions.

During 1938 the Association was under the able leadership of President Rice M. Youell, Warden of the Virginia State Penitentiary. In his Presidential address "Reflections of a Prison Warden," Major Youell emphasized the need of a long-range program for future action, and brought out the fact that one of the real reasons why progress had been hampered was because "administrative boards and officials have been used for political footholds." In few words Major Youell struck at the heart of

one of the greatest plagues in American penology. Difficult for the foreign observer to understand, political influence nevertheless is accountable for the slow progress noted during the past century. However, it is encouraging to note increasing emphasis on the value of civil service and the acceptance of public service on a career basis. As Major Youell properly said, "There is little use of spending large sums of money for buildings and physical equipment, if the proper personnel is not going to be put in charge. We are not fair with ourselves as citizens when we expect an unqualified person to perform a corrective job on individuals on which society has failed."

The dominant notes of the Congress were prevention and classification, and the discussions were related to the individual offender. A paper that held the interest of the Congress, and one that resulted in considerable discussion, was presented by James A. Johnston, Warden of the U. S. Penitentiary, Alcatraz Island, Cal., entitled "Criminality Overlapped by Insanity." Warden Johnston held to the point of view that the amount of insanity in prisoners is generally considered to be about one and a half per cent. He emphasized the importance of maintaining up-to-date medical, psychiatric, and psychological records of the individual inmates, and indicated that the place of the prison psychiatrist in the daily institutional routine is being increasingly appreciated by the administrators. The Warden stated that "Psychiatrists and wardens working together in utmost candor and wholehearted co-operation is one of the most encouraging features in the present-day study of penal problems." Discussion of this paper brought out that many states are not giving adequate attention to the problem of correctional treatment because of the lack of sufficient public sentiment, indicating the need for continued public education.

Somewhat in the same vein Warden Richard A. McGee of the Penitentiary of the City of New York, indicated that the professional penologist has set up for himself "the task of approaching each prisoner as a problem to be studied and adjusted," but that he receives little support from the public and in some instances is even rebuked for his attitude. Accepting much of the blame for such a situation, Warden McGee brought out that "our faults and our failures are due to a multiplicity of factors, the most fundamental of which can best be seen by implication in a critical examination of some of our best efforts." The speaker advocated rejection of the idea that any appreciable number of prisoners serving terms of less than three months or more than ten years could be rehabilitated. The short term is futile and, likewise, the long term is destroying, and the Warden urged the Association's membership to point the way for the future.

Most prison administrators usually acknowledge that members of the uniformed force, in view of their daily contact with the inmate body, are in possession of significant information regarding the behavior and attitudes of the prisoners. However, many others

are slow to admit this fact. In the light of this situation, it was of more than passing interest for those present to hear Guard Jean S. Long, of the New York State Prison at Walkkill, give a paper on "The Functions of a Guard in Modern Penal and Correctional Institutions," presented at one of the general sessions. Guard Long emphasized the dual function of a guard in that, in addition to being a custodial officer, he should also be somewhat of a social worker. Because of his daily contact with the inmate body the guard is "the key man in society's attempt to alter the inmate's behavior pattern and to influence his attitudes." Penologists would do well to convince themselves of this fact and make every effort to obtain the best qualified personnel. Of course, many administrators are handicapped in this respect, but this in itself should not be detrimental to fostering the idea. Guard Long stressed the need of the guards' co-operation in interpreting to prisoners the constructive values of institutional activities, such as the educational, vocational, recreational, and other important programs. In line with other speakers at the Congress, Mr. Long proposed that the guard as a private citizen should be on the alert for any opportunity to assist in educating the public to the task of penology. It will be of interest to know that the opportunity of presenting this paper was given to Mr. Long as a result of a contest open to all uniformed officers below the rank of sergeant in the New York State Department of Correction.

An unusual feature of the Congress was a symposium conducted under the auspices of the Committee on Case Work and Classification concerning "The Relation of Classification to Practical Problems of Prison Administration." The participants included Warden Stanley P. Ashe of Western State Penitentiary, Pittsburgh, Pa.; Dr. M. R. King, Superintendent of the U. S. Hospital for Defective Delinquents, Springfield, Mo.; Sydney H. Souter, Jr., Superintendent of the New Jersey Reformatory, Annandale; Dr. E. Preston Sharp, Supervisor of Rehabilitation, Eastern State Penitentiary, Philadelphia, Pa.; Frank Loveland, Supervisor of Classification for the U. S. Bureau of Prisons; Harold P. Strong, Director of the Connecticut Junior Republic, and Dr. David P. Philips, Psychiatrist of the Michigan State Prison. The papers were summarized by Dr. F. Lovell Bixby of New York. The topics assigned to the speakers involved the relation of classification to custody, discipline, work assignments, release preparations, and other angles of practical prison administration. This manner of approach was well received and the diversification of opinion proved valuable.

Warden Ashe took the practical viewpoint and stated that every prison administrator has the right to question the value of the introduction of a new service in his institution. Every form of service needs to justify its existence through its contribution toward a more effective management. He pointed out a common error of some administrators in accepting classification as an end in itself or possibly merely as a method of segregation. Warden

Ashe's viewpoint was a common sense one, illustrated by the fact that he held that in institutions where case work functions as it should, there are no "forgotten men" among the population. Case work procedure should include such services as academic and vocational training, medical treatment, and should also involve a disciplinary function.

Striking at the heart of one of the real problems of prison case work procedure, Warden Ashe stated that the real effectiveness of the program depends upon the co-operation between the professional staff and custodial force. Every administrator, at one time or another, meets with this situation and a large part of the success or failure is due to the personal attention and leadership he offers. It behooves the administration to make certain that the staff members thoroughly understand the procedure, otherwise skepticism will be the result. The speaker stressed the need for continuation of case work during the offender's term of parole, and indicated that "if case work does not contribute toward the development of an attitude that will increase the offender's respect toward that authority accepted by the social order at large, case work has little reason for a place in a penal program."

Concluding his remarks on "Classification in Relation to Custody and Control," Warden Ashe summarized by indicating that for a case work program to function effectively there should be: "First, the full support of the administration; second, the full co-operation of the custodial personnel; third, the full utilization of case material by custodial staff, administrative staff, parole and pardon boards."

On the practical and difficult subject of discipline as related to classification, Dr. King felt that "good institutional discipline implies a knowledge of human relationships and individual behavior problems."

The prison administrator realizes the importance of work and detail assignments as being important for good discipline and morale, and Dr. King reviewed the fact that the immediate and "early detection of abnormal attitude and malbehavior, as well as the ability to predict relapses by institutional personnel, is largely the secret of a smooth running institution."

Mr. Sauter held to the opinion that no one person on an institutional staff could be capable of the responsibility of making work assignments. In discussing the relation of classification and work assignments the Superintendent of the New Jersey Reformatory stressed the value of the findings of a full classification committee, and reminded the Congress that a group of persons, such as the committee, is less likely to be swayed by emotion into making hasty decisions. The place of the classification committee, in the daily routine of a correctional institution, is here to stay.

On the important factor of developing officer co-operation Dr. Sharp deplored the overemphasis on physical facilities and the lack of it on the question of personnel. There is no uniform system of promotion with the result that many officers are virtually

"serving time" themselves, and the lack of a guiding philosophy means that there are as many theories of handling inmates as there are officers. It is of interest to note that in the discussion of classification renewed emphasis was placed on the need for the elimination of political pressure. Dr. Sharp reiterated that a correctional institution cannot be adequately administered when handicapped by politically appointed employees.

In this discussion the practical point of view was taken that to organize a classification program it is important to gather the opinions and suggestions of the departmental heads in order that a procedure can be established. There is always the necessity of approaching the problem in a democratic manner so that the full co-operation of the staff can be obtained and the discussant felt a superimposed program would have unfavorable results. In addition to the major advantages of a good classification program, a general improvement of the morale of the officers and inmates should result.

Mr. Frank Loveland in discussing the relation of classification to individual rehabilitation, made it a point to emphasize that a successful classification program should be more than merely an aid to prison management. Clearly indicating that "classification is not of itself a program of rehabilitation," the discussant suggested that it is rather "the organization of personnel and procedures through which the rehabilitative facilities of the institution may be directed most effectively toward the solution of the problems presented by the individual." Outlining the four steps by which this can be achieved, Mr. Loveland mentioned, first, by a scientific analysis of each individual's problems; second, by planning a program of treatment based on the analysis; third, by assuring that the program decided upon is placed in operation, and, fourth, by continuous close observation of the inmate participating in the program followed by any necessary changes. The thought was expressed that in view of the many influences operating to cause criminality, so must the rehabilitative program be of a varied nature to cope with these influences.

Dr. Philips also urged the necessity of approaching the problem of classification from a common sense viewpoint. In discussing classification's relation to planning for release he proposed again that in order to expect and effect the successful adjustment of inmates in their respective communities the prison routine should "parallel that of normal social life." One factor that many prison officials neglect to consider is the need for attention to the inmate's community relationships. In the state of Michigan the procedure is to acquaint the sentencing judge, police, former employees, and others, of the attitude and progress the inmate has made while imprisoned. This is done on the theory that all former contacts are thus cognizant of the individual's imprisonment and that in the event of favorable progress he merits consideration largely through his own efforts.

The helpfulness of the findings of an institution's classification committee to parole agents is recognized in some areas and complete co-operation between all corrective agencies increases the value of any single agency's efforts. Another attitude expressed as practiced in Michigan and in other states concerns the fact that prisoners are treated on a friendly yet firm and matter-of-fact basis.

Mr. Donald T. Griffin of Indiana supplied an answer to the oft-repeated question: "How can we organize a classification program when we are not in a position to employ a highly trained staff?" The only common sense reply is to the effect that, even if specially trained men are not available, there is nothing to hinder a round-table conference of the warden and his deputy, together with the educational director, physician, industrial superintendent, chief custodial officer, and other principal staff members on the belief that as a committee the best decisions can be made regarding assignments, transfers, etc. The discussant summarized by indicating that classification meets many immediate and practical needs, such as: (a) Its application to custodial problems through distinguishing the custodial care necessary for certain types of inmates, (b) the supplying of necessary personal information to paroling authorities, (c) its relation to the services of social workers, psychologists and other members of the professional staff, and (d) the handling of the ever-present problem of discipline.

Of all the many discussions of classification occurring during recent Congresses, the one outlined probably attracted the most attention. The application of classification to the daily institutional problems has long been clothed in a somewhat mysterious veil and opportunity for frank discussion does much to enhance its value.

One of the outstanding addresses given at the general sessions was by Sam A. Lewisohn, member of the New York State Commission of Correction. In discussing "Prisoner Activities," Mr. Lewisohn brought out the fact that there are two fundamental aspects of the problem of prison education. "The first is that the task of prison education reaches far beyond the mere instruction of a given curriculum, and the second is the emphasis that must be placed on the individual inmate needs." For prison education to be effective it needs to be more than an activity to which a prisoner can expose himself during idle hours. The educational program should be thoroughly correlated with the vocational and industrial organization in an attempt to develop instruction in a trade opportunity for practice following release.

Mr. Lewisohn challenged prison executives to ask themselves if they "have substituted an adequate, constructive and progressive plan of leisure-time activity for the demoralizing and degrading idleness necessitated by the lack of work?" Administrators often discover that emphasis on the educational possibilities of prison life serves to affect all other activities with educational intent.

In answer to critics who see no advantage in attempts at prisoner reclamation, the speaker held to the point of view that "turning out poorly conditioned human material from prison is bad business for society—a source of infection and a danger to all."

Under the leadership of its chairman, Dr. Paul L. Schroeder of the Institute of Juvenile Research, Chicago, the Medical Section had one of its most profitable meetings in years, and a luncheon session held under their auspices attracted much attention.

The other sections and committees of the American Prison Association held important sessions marked by free discussion and exchange of opinion.

One of the most significant events of the entire Congress was the launching of a new affiliate body known as the National Jail Association. This body is organized to continue and expand the fine work initiated by the Standing Committee on Jails. Through the helpful and vigorous co-operation of Dr. Roy K. Flannagan of Virginia, who was chairman of the committee, Mr. G. Howland Shaw of the United States Department of State, and others, the National Jail Association was started on its way at a most propitious time. The Association is organized to fulfill the following objective: "To band together all those concerned with or interested in the custody and care of persons awaiting trial, serving sentence, or otherwise confined in jails, with a view to improving the conditions and systems under which such persons are treated." Some of the plans for action include the publication of a "Jail Association Journal" every other month—to contain articles of interest to all concerned; the holding of regional conferences to stimulate sectional interest in the jail problem; and the publication of useful information and literature. The first President is Richard A. McGee, Warden of the Penitentiary of the City of New York, and the Executive Secretary, Roberts J. Wright, Assistant Secretary of the Prison Association of New York. A slate of officers and a Board of Directors was elected and the Association officially came into reality at a luncheon meeting addressed by Mr. Shaw, James V. Bennett, Director of the U. S. Bureau of Prisons, Commissioner William J. Ellis of New Jersey, Sheriff Thomas J. Gibbons of Minnesota, and Dr. Flannagan. As a new member of the family of the American Prison Association, the activities of the new Jail Association will be watched with much interest.

The entire feeling of the Congress was one of harmony and friendliness and the local committee of Saint Paul deserves much of the credit for the completeness of arrangements. Climaxed by one of the largest banquets ever held by the Association, the Congress completed its work with the passage of a number of resolutions. Unanimously adopted, the resolutions clearly indicate the progress being made in American penology. With the exception of the resolution of thanks and appreciation, they are being reprinted in the interest of the Association's foreign members and friends:

**Parole**

*Be it Resolved*, That the American Prison Association Congress reaffirm its resolution of last year deploring indiscriminate attacks which are being made on parole as tending to inflame and confuse the public mind;

That it recognizes the weaknesses to be found in parole programs in many states, resulting largely from inadequate personnel and financial support;

That it nevertheless reaffirms its belief in parole as the method of releasing offenders which most effectively protects society;

That parole is an integral portion of the correctional process;

That the community is best served when all parole officials are selected and retained on the basis of merit only;

That parole can function effectively only when it receives public understanding and public support.

**National Jail Association**

*Be it Resolved*, That the American Prison Association welcomes into co-operative relationship the new National Jail Association, an outgrowth of the standing Committee on Jails of this Association, and pledges its continued support to the new association in its avowed purposes to bring county jails and other local institutions to a level consistent with modern penal and correctional standards.

**Institution Libraries**

*Be it Resolved*, That the American Prison Association in announcing the establishment of a standing Committee on Institution Libraries, expresses its belief in the value of the library in penal and correctional institutions, both as an agency of education and of wholesome recreation.

**Personnel**

*Be it Resolved*, That the American Prison Association endorses the efforts that are being made to bring about a better selection and training of personnel to engage in probation, institution and parole activities;

That it views with marked approval the training courses now being conducted and urges the extension of such courses, especially for those employees who are now in service and did not receive training as recruits;

That it believes such training is productive not only of broader vision and more effective carrying out of constructive principles, but also of high morale.

**National Conference of Juvenile Agencies**

*Be it Resolved*, That the American Prison Association recognizes its affinity of interest with the National Conference of Juvenile Agencies in its efforts to deal humanely and effectively with neglected and delinquent children. The Association recognizes that the problems of probation, prison and parole are inextricably tied that of crime prevention, and that the Association and affiliated organizations must proceed jointly to cope with the problem as a whole.

**Civilian Conservation Corps Camps**

*Be it Resolved*, That the American Prison Association urge the administrative officials of the Civilian Conservation Corps Camps to re-examine their decision to exclude probationers and parolees, believing that this agency of human reclamation should not deny opportunity to a group vitally in need of employment under such conditions as the camps provide, and that the law did not contemplate such discriminatory exclusion.

**Prison Chaplains**

*Be it Resolved*, That administrative officials be urged to pay increasing attention to the problem of establishing vital religious programs in penal and correctional institutions and to give strong support to the efforts of devoted chaplains and other religious workers to develop such programs. To this group belongs the credit for initiating and carrying on under difficulties many phases of the program of rehabilitative efforts which have now been assigned to important standing committees of the Association.

**Prevention of Delinquency and Scientific Treatment of Offenders**

*Be it Resolved*, That the American Prison Association hereby requests its General Secretary to write to each school of social service work in this country, urging it to emphasize in its courses the prevention of delinquency and the scientific treatment of offenders.

*Be it Further Resolved*, That it requests its General Secretary to write to State universities, colleges, and law schools, asking them to strengthen and develop their courses in criminology, penology, and prevention of delinquency, to the end that public understanding of activities and services to lessen crime may be strengthened, and that an increasing number of people may be prepared for the growing number of positions in our public and private agencies and institutions dealing with prevention of delinquency, reduction of crime, and the treatment of offenders.

**Medical Services**

**WHEREAS**, The medical services in penal and correctional institutions are of primary importance and are generally inadequate because of the limited number of physicians employed and the extent and quality of available physical facilities;

*Be it Resolved*, That the Association urges the extension of medical services to the point where thorough examination, diagnosis and treatment of all to the point where thorough examination, diagnosis and treatment of all prisoners may be assured. Attention is called to the opinion of the Medical Section of the Association that each institution of 500 inmates should employ at least two full-time physicians, and that at least one additional physician should be employed for each additional 1,000 inmates.

**Prison Labor**

**WHEREAS**, Idleness makes for mental, moral and physical deterioration, and **WHEREAS**, These evils are accentuated in prisons by congestion, forced promiscuous association and close confinement, and result in a heavy ultimate cost to society, and

**WHEREAS**, The work habit and achievement of skill and mastery are effective means of rehabilitation, and

**WHEREAS**, Idleness in prisons is increasing annually in spite of the efforts of prison officials to provide employment and must necessarily too often be alleviated by makeshifts for work and over-manned maintenance details;

*Now, therefore, be it Resolved*, That the American Prison Association here assembled place itself on record as being opposed to any further restrictions unless placed itself on record as being opposed to any further restrictions assembled place itself on record as being opposed to any further restrictions at this time on prison labor, urges prison officials and budgetary authorities to extend prison employment as rapidly as possible within the structure of existing legislation, and further urges that a searching study be made to determine whether or not this legislation is serving the best interests of the taxpayer and the public generally.

**Federal Co-operation.**

**WHEREAS**, There are within the penal and correctional systems of most states a large number of trainable youth, and

**WHEREAS**, It is exceedingly difficult in many states to obtain sufficient funds for training programs or for proper case study and classification programs, and

**WHEREAS**, The fields of probation and parole are greatly undermanned;

*Be it Resolved*, That it is the belief of the American Prison Association that increasing aid should be supplied by the Federal government to the states to supplement and strengthen the hands of state administrators in developing adequate programs of rehabilitation for dealing with offenders on probation, in institutions, or on parole.

## DEPARTMENT OF CORRECTION, CITY OF NEW YORK

The end of the year 1938 witnessed the close of the fifth year of Commissioner Austin H. MacCormick's administration of the Department of Correction of the city of New York. In keeping with the trend of modern day demands the progress of the Department has been notable, and commensurate with the requirements of the particular local situation and the fundamental concepts of the best penological thought. Improvements and replacements are still needed, especially as concerns the Raymond Street Jail in Brooklyn, but the advance in construction and the improvement of correctional policies at the penitentiary, the reformatory, the Tombs, and other institutions to be discussed in this section, will mark 1938 as a year of constructive activity.

### City Prison, Manhattan

Inasmuch as the new jail and courthouse now under construction is dealt with in another section of this report, the following statement concerns the present Tombs Prison only.

The present custodial staff of the Tombs consists of approximately seventy-one correction officers, three captains, and one deputy warden, under the immediate direction of Warden William A. Adams. This staff supervises a daily average population of about 765. The census as of December 31, 1938, was 630, and the capacity 536.

Of the many startling statistics concerning the movement of prisoners in the Department of Correction, none is more amazing than that in 1938 over 37,000 different persons were received. This figure compares with the 31,749 different persons received in 1937. Estimating that each inmate is officially dealt with at least three times during his period of incarceration, a minimum turnover of over 100,000 persons is reached. These transactions include transfers to other institutions, courts, clinics, conferences with attorneys, visits with relatives, releases and remands on bail, and numerous other detailed movements, all entailing accurate recording and notation. Undoubtedly, the Tombs holds the doubtful distinction of having the largest turnover of population of any penal institution in the country, if not in the world.

For years it has been necessary for two to be housed in one cell and because of the high population no adequate solution to this problem has been met.

From the point of view of material improvement little can be said beyond the fact that the visiting arrangements have been considerably improved through the installation of new speaking devices and soundproofing measures, additional safeguards and alarm systems, and a thorough repainting. In addition, other minor improvements have been made.

However, from what might be termed an intangible point of view, a vast improvement in the philosophy of treatment has been instituted. For many years the only special attention given to minors consisted of their segregation in separate sections of the institution. With the passing of the years a growing agitation for the installation of the basic elements of a treatment program has been more and more noticeable, and this Association has been proud to have a part in it. In line with these suggestions, and through the sincerity of purpose of Commissioner MacCormick and Warden Adams, a complete revision of policy in the handling of minors was instituted as of June 1, 1938. Adding impetus to this program the State Commission of Correction observes: "... it is well worthy of note and highly commendable that an effort is being made first among the younger prisoners located in the North Annex, most of whom are generally regarded as first offenders, to set up a system of treatment that will offer wholesome substitutes for the demoralizing idleness and the wasting away of time."

The new experiment is based on several aims; namely, the prevention of the deterioration usually following enforced idleness; the forming of more desirable habits than those ordinarily associated with the younger prisoner, and the promotion of greater respect for authority. Immediately in charge of this project is a correction officer assisted by two uniformed aides.

One of the first agencies to offer its active co-operation with this plan was the American Museum of Natural History. Officials of the museum provided source material, lantern slides and projectors, and made it possible for a number of lectures to be presented and exhibits loaned. Another institution to offer its assistance was the New York Public Library. The library has arranged for a circulating bookshelf and magazine list. The value of this service is evident without discussion and is especially emphasized through the reception accorded it by the inmates. Another co-operating agency is the city Department of Health. Talking motion pictures on venereal disease, tuberculosis, and other health topics are presented. Present at these lectures is a member of the institutional medical staff who is available for discussion.

Other features are added from time to time to the general program and at present educational classes in elementary subjects are held, handicraft work encouraged, recreational activities emphasized, and the results indicate a marked change of attitude and the routing of the typical "con-wise" state of mind usually associated with groups of prisoners. No one is presumptuous to the extent of completely denying the presence of such attitudes but the claim is made, and substantiated, that the new experiment has resulted in a marked change for improvement. It is a graphic illustration of what can be done, given the patience, tact, and wholehearted belief in the value of an idea.

Further improvements in the general day by day routine of this institution are noticeable in the medical service. The Tombs



at present has a larger medical staff than ever before. Additional attention and treatment is given to prisoners inflicted with venereal disease.

The management of the Tombs is performing its responsibilities as adequately as possible under the circumstances, and the new quarters are expected to solve many of the problems now created by the nature of the present plant.

#### House of Detention for Women

From the point of view of administration, this institution presents a variety of problems. This is due to the fact that this one institution quarters court, as well as sentenced prisoners, and is the only institution housing females. The population has been unusually high and the census as of December 31, 1938, was 528, or an excess of 98 over its normal capacity of 430. The House of Detention also is called upon to house Federal witnesses and prisoners. Lack of sufficient separate quarters prevents the complete segregation of younger prisoners from adults.

Due to the fact that the institution houses sentenced prisoners, it is possible to maintain an educational program. There is a director of education, assisted by a teacher in elementary subjects, and a librarian. Attendance at classes is voluntary and much of the part-time instruction is furnished as a W.P.A. project.

Organized and supervised recreation has a prominent part in the total educational program, and recreational areas are provided for on the roof of the building.

A social service unit functions within the institution and the services of a part-time psychiatrist are utilized. A psychologist is paid from the regular budget appropriation and the co-operation of private and public welfare agencies is secured.

The medical program functions under a chief resident physician, assisted by four junior resident physicians. A well-organized staff of consultants is also available. A good portion of the medical aid extended is given to those addicted to narcotics and to those infected with venereal disease. The hospital facilities are adaptable to the treatment of the vast majority of cases and much emphasis is given to the entire health program.

Recommendations have been made from time to time that surveys be conducted by the lower courts with the point in mind of determining substitutes for incarceration in this particular institution, so as to relieve the overcrowded condition. It stands to reason that no matter what rehabilitative facilities any institution may possess from a physical standpoint, their possible effects are nullified when throttled by overcrowding. This situation holds true in some of the country's largest and most outstanding prisons, and holds true as well with respect to the Women's House of Detention. The state of the city's finances will not permit the construction of an annex at the present time, but it has been suggested that a wider use of the various social agencies, hospitals, and probation be resorted to.

#### Penitentiary of the City of New York

Opened in 1935, the penitentiary lost no time in achieving the status of being overcrowded. It seems to be a peculiar trait of American penology that irrespective of the number of new penal institutions, it takes but a few months for the capacity to be reached. Designed to care for many of New York's criminal population for decades to come, the penitentiary is at that point where its vast population seriously impairs the usefulness of its many commendable rehabilitative features. Constructed to accommodate 2,200, the population on December 31, 1938, numbered 2,947, and at the present writing over 3,100. Because of this vast population, it has been necessary to utilize practically all of the buildings originally intended as industrial shops for dormitories for short-term prisoners. Peculiarly enough, consternation has been expressed over the anticipated increase in population due to the World's Fair. Undoubtedly, many transient pickpockets, petty thieves, and others will be attracted to New York and, in that event, the penitentiary will experience no decrease of population.

The vast majority of those housed in the dormitories are serving short "Workhouse" sentences and few of them are assigned to jobs. Others of the group are typical vagrants and homeless men of advanced age, of little value to an institution's work program. On the other hand, the task of providing sufficient work for the longer term penitentiary prisoners must be met first. It should be said at this point that the minimum sentence received at the penitentiary is five days, and the longest, three years.

The penitentiary is located on Riker's Island in the upper East River, the scene of which, for many years, has been one of the city's principal dumping grounds. Despite the criticism of this Association and many other sectional and civic bodies, the city continues to allow the daily dumping of refuse on one side of the island. The Executive Committee of the Prison Association, at its meeting on November 14, 1938, authorized the passage of a resolution to the effect that the dumping of refuse on the site of a ten million dollar public institution is disgraceful and, to say the least, totally insantary. This resolution is discussed elsewhere in this report. (See page 32). While dumping has continued on one part of the island, it is interesting to note that the traditional, rat-infested, and perpetually burning mountains of refuse have been leveled and graded and shortly will coincide with the topography of the rest of the island.

#### Industrial Program

All able-bodied penitentiary inmates are assigned to some form of labor, insofar as circumstances permit. The administration has been fortunate in assigning the large majority of the inmates, but the original intention that a complete industrial schedule be put in operation has not been fulfilled. Despite this, several of the

industries that the administration has been fortunate enough to place in operation undoubtedly rank among the best of their type, both within and without prison walls.

The laundry operates for this institution, in addition to washing the uniforms of the Departments of Sanitation and Health, and some of the district prisons. It is estimated that fifteen tons of laundry are handled each week and it can be appreciated that this industry, for one, furnishes practical training which inmates can benefit from on release. In addition to the laundering process, all civilian clothing of new prisoners is thoroughly dry cleaned and laundered, pending the day of release. In addition to the value of the process itself, it also prevents the bringing of vermin into the institution. The laundry is equipped with the most modern machinery available and can adequately turn out its quota.

Another industry that affords a certain amount of vocational training is the bakery. This plant is well equipped and compares favorably with the best commercial bakeries. It is reported that an average of over 40,000 pounds of bread per week is baked at the institution and supplied to all the other institutions of the Department. In addition to the bread, many other products are baked each week.

#### *Discipline*

The problems of discipline and inmate morale are, in some respects, accentuated by the enormous and rapid turnover of the population. On the other hand, the fact that the great bulk of the inmate body is serving short terms precludes many of the major disturbances often met with in state prisons. It is possible for the authorities to recommend the loss of time for misbehavior and poor conduct and this in itself assures general good order. Inmates are thus able to earn reductions up to a certain limit in their sentences. Complete records are kept of the use made of the special isolation or segregation cells and prisoners committed to these sections lose many, and frequently all, of their privileges. The habitual disturbers are housed in cells known as "complete isolation," and while not losing the regular privileges, are completely segregated from the other inmates.

#### *Hospital and Health*

The hospital facilities at the penitentiary rank among the best in the institutional field, and compare equally with the facilities of many cities. Including the personnel assigned by the WPA, the hospital staff numbers well over 100. Also, a large staff of consultants is available for call.

The hospital itself is so designed as to permit those afflicted with various diseases to be separated from each other. For example, tubercular, surgical, and medical cases, and drug addicts, are quartered in separate sections.

Thorough examinations are given to all new prisoners and various tests conducted. The out-patient department conducts the regular sick call which is a problem of serious proportion in any prison.

This hospital now serves as the central hospital for the entire city Department of Correction.

#### *Classification*

Difficult also to administer in a short-term institution is a program of classification, but with the assistance of the social service department case history summaries are compiled and inmates assigned to suitable tasks in the institution by the classification board. This applies especially to all prisoners scheduled for transfer to other institutions and reports are prepared for the Parole Commission and for other purposes. The co-operation of private and public welfare agencies is solicited and frequently this Association contributes its services on direct referrals from the Social Service Unit.

#### *Education*

It is appropriate to indicate at the outset that the educational program includes a day school, an evening school, vocational training, self-study and cell-study correspondence courses. Headed by a Civil Service Director of Education and assisted by a number of teachers under the WPA, the enrollment in all divisions at any one time numbers over 1,000. Morning and afternoon classes are conducted in elementary subjects and commercial subjects for those sufficiently advanced. With the added assistance of carefully chosen inmate teachers, other advanced courses are offered during the evening recreational hour. For those in the self-study course close co-operation of the librarian is secured and reading lists are compiled and supervised. Individual consultation is possible and the results have been unusually encouraging.

A recent activity has been the publication of the *Riker's Review*, an institutional paper, affording added vocational opportunities for a few.

Continued expansion of the educational program is anticipated and is desirable.

Organized and supervised recreation is provided for the inmate body and this, in addition to growing library facilities, is doing much to constructively occupy the inmate in his leisure time.

The library is composed of over 9,000 volumes and a number of professional books for staff use. Over three-fourths of the population make use of the library facilities under the guidance of a trained civilian librarian.

### Conclusion

A problem requiring considerable thought and study is that involving a certain angle of release procedure; namely, the financial assistance extended to parolees. Mindful of the state of the city's financial standing, it is, of course, assumed that no immediate solution is possible. However, the value of the institution's rehabilitative process is almost completely nullified in many instances because of the circumstances faced by an inmate on his discharge. The city is to be commended for its effort to supply civilian clothes to all penitentiary inmates on release, but the fact that a vast number face the world without cash, shelter, or friends, does much to contribute to recidivism. On release, each penitentiary prisoner is given, in addition to the civilian clothing, the sum of ten cents in cash. Largely because of the enormous turnover and for other reasons as well, the city parole regulations do not make certified home and employment mandatory for release. No private welfare agency is equipped to supplement this allowance for all parolees in a thoroughly satisfactory manner and neither does the law provide for the granting of immediate public relief. The Prison Association does more for this one group than any other body (see section on Employment and Relief Bureau, page 36) but cannot attempt to completely support any single individual. The scarcity of jobs and the utter hopelessness of the circumstances the city parolee faces leads one to ponder why more of the group are not returned. In blunt phraseology, it is nothing short of foolishness to expect an increased rate of parole success unless a more adequate solution is found. Improvement in this respect is totally dependent upon additional appropriations, and while it most definitely is not the policy of this Association to advocate wholesale increased expenditures, it does stand to reason that in the long run economy would be the result. For the immediate future two avenues of action are possible: First, to expand the personnel and activities of the Parole Commission of the city of New York and, second, to provide more than one dime to paroled penitentiary prisoners. Employment and security are as necessary to the paroled prisoner as to the free individual.

Ideally, the institutional program of treatment should be preparation for parole, and not until the two are thoroughly co-ordinated will either completely achieve its best success.

The penitentiary, under the able leadership of Warden Richard A. McGee, is now considered one of the country's outstanding institutions, from the point of view of progress, administration, and correctional policy.

### City Prison, Brooklyn

Growing agitation for a replacement of the Raymond Street Jail continues with city-wide demands for immediate action and the forming of permanent groups to lend local emphasis. It should be said, however, that the administration of the city is thoroughly

cognizant of the need for action but is handicapped because of the tremendous cost of replacement and the difficulty of adjusting that cost to the general budgetary demands.

The Capital Outlay Budget prepared by the City Planning Commission for the five-year period beginning with 1939 included a \$1,200,000 appropriation for a new jail, but this had to be deleted before a final vote by the Board of Estimate was taken. The item, increased to \$1,800,000, remains on a so-called preferred list but it seems doubtful if the present year will witness any additional official action on this matter. The population as of December 31, 1938, was 527, and the capacity, 470.

It does not appear to be necessary to again recount the many disadvantages of the Raymond Street Jail, but a recent resolution adopted by the Executive Committee of the Prison Association of New York at its October meeting, is of interest:

WHEREAS, The Prison Association of New York, in its inspection reports and through its officers, has repeatedly condemned the City Prison in Brooklyn, commonly known as the Raymond Street Jail, because of its inadequate, badly planned, and antiquated construction, resulting in congestion, the placing of two prisoners in a cell, and the difficulty of satisfactory separation and classification of prisoners as required by law,  
*Be it Resolved,* That the Association continue to urge upon the Mayor and his associates on the Board of Estimate the construction of a new jail, and to this end co-operate with the Kings County Grand Jurors' Association, civic organizations, citizens generally, and the State Commission of Correction.

One of the most undesirable practices prevalent in the Raymond Street Jail is the doubling up of prisoners in the cells. The lack of facilities combined with the continuing high population makes such a practice necessary in violation of one of the fundamental rules of modern penology. Add to this situation the inability of the administration to provide employment for court prisoners and the result is that this, or any other institution, immediately becomes a breeding ground of crime. Referring to this point in a recent report on this institution the State Commission of Correction said: "When inmates are observed under conditions such as those found in the City Prison and like institutions, it is often wondered how they or the community can in the long run be expected to benefit by such incarceration. The fact that some of the prisoners survive it by evidencing better conduct thereafter, suggests that they are worthy of some commendation."

A noteworthy service is conducted by a Social Service Unit sponsored by the WPA. Contact with families, agencies, employers, and others is made and the volume of service given is, at least in part, proof of its value.

The only solution to the problems presented by this institution is its replacement by a new prison designed for the times and to that end, convinced of the necessity of such an expenditure, the Prison Association will, as it has in the past, continue to exert its influence and strength. In this instance, the need for more adequate public protection justifies the expense.

### City Prison, Queens

With a capacity of 185, the population of this institution on December 31, 1935, was 224. Doubling up is reported to be resorted to at times but is not as prevalent here as in other institutions of the Department. As is the case in other detention prisons, no employment for court prisoners is available, but about sixty sentenced prisoners are housed here and transported by van to Welfare Island to perform various laboring tasks.

Following the trend practiced in other city detention prisons, there are no facilities for outdoor exercises and court prisoners are allowed only the freedom of the cell tiers at specified periods. Court prisoners are locked in at 3:30 p.m. and released at about 8:15 the next morning for an exercise period.

In accordance with an arrangement made several years ago, the Queensboro Public Library each week furnishes a supply of books which inmates may use on a circulating library basis.

Situated in the same county that is to be the scene of the World's Fair, it is anticipated that an overcrowded condition will result once the transient petty thieves and pickpockets move to this section of the country. In the not too distant future, definite action will be necessary for a replacement of this institution as it is inadequate for the present and future demands to be made upon it.

### New York City Reformatory

Some miles north of New York City at New Hampton, midway between Middletown and Goshen, the city institution for the younger offender is situated. Under section 93 of chapter 659 of the Laws of 1910, this institution was set up for the first offender, but for various reasons there usually are, at any one time, some inmates who have criminal records and previous institutional experience. The capacity of the reformatory is 417, and of December 31, 1938, the population was 224. Improved conditions and an expanded program have been instituted under the direction of Superintendent Frederick R. Sacher.

Additional equipment has been added and construction has been carried on during a part of the year.

All able-bodied inmates are assigned to tasks within the institution and in this respect the administration is fortunate to have sufficient employment opportunities.

Studies have been made in the expansion of the educational program and since the establishment of the institution on May 26, 1937, as a branch of the New York Industrial High School, additional instructors have been appointed and vocational courses added.

The Director of Placement of the Department applies a major part of his time in an effort to obtain employment for this particular group.

Founded some twenty-five years ago, the institution has progressed to the point where it has a profound influence on its young population, most of whom are "descendants" of the streets of New

York. The outstanding characteristic of this institution is the relation it maintains between its employment opportunities and the vocational and educational programs. Institutions wherein are housed long-term offenders are able to correlate these programs without much difficulty, but problems of administration arise where the turnover of population is rapid, due to the relatively short terms of the inmates. It is in this respect, then, that the reformatory has made notable achievements. The fundamental policy of the institution has dwelt on the theory of re-education and the many and varied activities dovetail to this end.

Unlike the release procedure of other city correctional institutions, inmates from the reformatory are given the sum of five dollars at the time of their parole. This, together with a new suit of civilian clothes, aids in the many details of their immediate adjustment to outside conditions. True it is that a five dollar bill vanishes in short order, but it at least has a longer and more useful existence than the ten-cent pieces given parolees from the penitentiary.

It is gratifying to note the Department of Correction's continued and increased emphasis on the treatment of the younger offenders as noted in the Tombs, the Raymond Street Jail, and particularly the Reformatory.

### Reformatory Prison, Hart's Island

The program of this institution recently has been included in the expanding rehabilitative activities of the Department. As a part of this WPA assistance has been secured in expanding the vocational training features. A furniture shop now repairs worn city furniture that heretofore would have been relegated to the junk heap. In addition to the actual repairing, painting and varnishing departments were organized.

Another shop that is closely related to the vocational scheme is the print shop. This work has been done at Hart's Island for some years, but added civilian personnel has increased the opportunity for individual instruction. All printed forms used by the Department of Correction are printed here and about eighteen or twenty inmates are permanently assigned.

All shoe repairs for the Department are performed at Hart's Island and this work makes for the employment of about twenty.

A portion of the island is used as a farm and large quantities of produce are raised for this and other institutions. The hurricane of September, 1938, did an untold amount of damage and many of the crops were ruined.

At least one-quarter of the total population of 1,185 (as of December 31, 1938) is unemployable, due to permanent physical infirmities. This institution receives all such persons deemed unemployable and relieves the other institutions from having to cope with the problem. Other industries, the upkeep of Potter's Field, and maintenance work, complete the employment program.

Beyond the maintenance of clinic hours, sick calls, and treat-

ment for minor illnesses, there is little in the way of a medical program, inasmuch as serious cases are transferred to the central departmental hospital at the penitentiary on Riker's Island.

Serious fire hazards exist in several of the buildings and while the administration is fully cognizant of this and all possible precautions are taken, it is not possible to completely eliminate them. To do this would mean the demolition of the buildings deemed hazardous and the replacement with new structures. Here again, the general state of the finances of the city does not permit extensive renovations of this nature. On numerous occasions it has been recommended that the utmost precaution against fire be exercised.

During the past year strides have been made in the increase of educational opportunities. This includes the teaching of illiterates, as well as instruction in intermediate and advanced courses. In addition, commercial and academic subjects are offered. Closely related to this program, and also under the guidance of WPA employees, library activities are conducted. A notable increase in reading by the inmates has been witnessed.

A WPA recreational director supervises much of the leisure time activity through tournaments, games, boxing, etc.

Much progress in the rehabilitative process and program has been noted at Hart's Island during the past year and a substantial part of this is due to the efforts of Warden Joseph P. Byers who retired in October. The program at the present time is proceeding favorably under Acting Warden Lazarus Levy.

#### Budgetary Appropriations

The Department of Correction operated for the year 1938 on an appropriation of \$3,667,916.50, and for the fiscal year 1939-40 has estimated its requirements at \$4,679,028.30. This sum is \$1,011,111.80 in excess of the 1938 appropriation. For the first six months of 1939 the Department is operating on a special half-year appropriation as are all other city departments.

The increased appropriations are necessitated by a gradually mounting population calling for added personnel and facilities. Compare, for example, the 1,093 civilian employees on the payroll as of December 31, 1937, with the 1,232 employed exactly one year later (December 31, 1938). For the corresponding periods the total institutional population was 5,973, and, at the end of 1938, 6,564. A portion of the increase estimated to be necessary is due to the anticipated volume of business occasioned by the World's Fair.

The capital budget for 1939, as adopted by the Board of Estimate on December 2, 1938, provides for several necessary, but relatively non-important items for the Department. These items include a continued appropriation for construction of farm buildings at Riker's Island and fire prevention work at the Queens City Prison, and new appropriations for sewage disposal plants, laundry equipment, heating alterations, and other improvements.

The largest appropriation was for \$200,000, to be raised by serial bonds and to be used for the construction of barracks or dormitories for Workhouse prisoners at Riker's Island. Construction is authorized to commence immediately and to be completed by September 30, 1939. It is estimated that the additional annual operating and maintenance charges after completion will be \$8,000. With this addition to the penitentiary it is hoped that the industrial shops now utilized as dormitories can be returned to their intended use.

The new appropriations are listed under "Table 1-A—Projects For Which Appropriations are Authorized to be Made Without Condition."

Table 1-C sets forth projects which are deemed necessary but for which the present financial condition of the city would not permit appropriations to be made. Projects on this list are what might be termed preferred and the Department of Correction has three items listed. The most important project is the construction and equipment of a new Brooklyn City Prison to replace the antiquated and inadequate Raymond Street Jail. The estimated cost is \$1,800,000. This subject has been dealt with elsewhere in this report and public and private groups are hopeful that the project will be authorized with as little loss of time as possible, but at best this is not likely for several years.

Other "preferred" listings are construction of a powerhouse and refrigerating equipment and improvement of the kitchen and storehouse at Hart's Island.

### 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:*

Section 1. All such persons as now are and hereafter shall become members of 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 this 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 alteration 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, four vice-presidents, a recording secretary, a corresponding secretary, and a treasurer, and there shall be the following 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.

[72]

#### ARTICLE THIRD

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

#### ARTICLE FOURTH

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

#### ARTICLE FIFTH

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

#### ARTICLE SIXTH

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

#### ARTICLE SEVENTH

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

#### ARTICLE EIGHTH

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

#### ARTICLE NINTH

Any society having the same objects in view may become auxiliary to this association by contributing to its funds and co-operating 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 any 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 duties 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 the 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 name 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 an hour and place to be designated by the executive committee.†

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

\* As amended by the Executive Committee of the Association at its monthly meeting on Thursday, December 17, 1931.

† At the February, 1938, meeting of the Executive Committee, section 1 of the By-Laws was amended to provide that the monthly meeting of the committee be held on the second Monday of each month, and that the annual meeting of the Association be held on the second Monday in January of each year. However, at the November meeting of the By-Laws were again amended to provide that the monthly meetings be held on the third Thursday of each month, as heretofore, and that the annual meeting of the Association be held on the third Thursday in January of each year.

of one year, six for the term of two years, six for the term of three years, 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 intervals 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. Reading of minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.
5. Report of corresponding secretary on work of 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 at least the following standing committees: executive; finance; law; detentions; nominations; probation and

parole; prison administration. Such committees in addition to any powers or duties conferred by these by-laws shall severally possess the power and be subject to the duties designated from time to time by the executive committee. Furthermore, the committee on probation and parole shall function as the committee on discharged convicts mentioned in the constitution, and the committee on prison administration shall function as the committee on prison discipline mentioned in the constitution.

The duties of the above named committees, not otherwise provided for in the constitution or by-laws, are as follows:

It shall be the duty of the committee on detentions to inquire as far as may be practicable or necessary into the causes of commitment of persons held in institutions of the Department of Correction of the City of New York, and, when deemed desirable, to adopt available measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto. It shall further be the duty of the committee, when arrangements are made therefor, to extend its work to jails, penitentiaries, reformatories and prisons outside of the City of New York and within the State of New York.

It shall be the duty of the committee on nominations to consider the qualifications of persons available for election as vice-presidents or available for membership on the executive committee of the association, and to make recommendations thereon to the executive committee for final action.

It shall be the duty of the committee on probation and parole to be associated with the operation of the probation, parole and employment bureaus of the association, and, from time to time, to make recommendations in respect thereto.

It shall be the duty of the committee on prison administration to consider the internal organization and management of county jails, penitentiaries, reformatories and State prisons, and the welfare of persons confined therein.

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 two parts to be known as

1. The endowment fund.
2. 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 Endowment and General Funds.*—The endowment and general funds shall be under the immediate direction and control of the committee on finance, and all investments of the endowment fund shall be ordered by the committee, of which the treasurer shall be a member and chairman.



The securities belonging to the association shall be kept in a custodian department of an institution selected by the members of the committee on finance.

The executive committee may in their discretion draw upon such portions of the endowment fund as are unrestricted, for the general purposes of the Association.

*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 fund, 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 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.

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 the general fund the corresponding secretary shall send to the treasurer a copy of the resolution making the appropriation, certified by the recording secretary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

The treasurer shall keep an account covering the general fund in the name of the association, subject to his check as treasurer in such bank as may be selected by him and approved by the committee on finance.

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 arrange for annual audits of the 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 the investments and the receipts and disbursements of the endowment fund; 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 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.

XII. One or more agents may be appointed by the executive committee to assist the standing committees in their duties.

XIII. The president, chairman of the executive committee, and corresponding secretary shall be members, *ex officio*, of all the standing committees.

XIV. 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.

## THE PRISON ASSOCIATION OF NEW YORK

### GENERAL FUND STATEMENT OF INCOME AND EXPENSES AS PER BOOKS

YEAR ENDED DECEMBER 31, 1938

<i>Income</i>		
<i>Donations</i>		
Special purposes .....	\$4,447 94	
Unrestricted .....	10,826 80	
		\$15,274 74
<i>Endowment Income</i>		
Interest on mortgages .....	7,279 30	
Interest on bonds .....	6,356 00	
Dividends on stocks .....	1,470 00	
		15,105 30
<b>Total Income .....</b>		<b>30,380 04</b>
<i>Expenses</i>		
General administration .....	12,978 58	
Relief—prisoners and families (cash, food, clothing, etc.) .....	8,004 93	
Relief—administration .....	1,931 50	
Employment—administration .....	2,063 50	
Appeal—administration .....	3,538 42	
Traveling expenses .....	158 92	
Printing and stationery .....	601 37	
Postage .....	418 84	
Telephone and telegraph .....	248 61	
Annual report .....	207 84	
Auditing and legislative service .....	360 00	
Furniture and fixture expense .....	150 10	
Periodicals, custodian fees, and miscellaneous .....	452 02	
House maintenance .....	2,244 80	
<b>Total Expenses .....</b>		<b>33,365 63</b>
<i>Net deficit for the year .....</i>	<i>\$2,985 59</i>	

#### AUDITOR'S CERTIFICATE

We have audited the books, accounts, minutes, and other records of The Prison Association of New York for the year ended December 31, 1938. In our opinion the statement of income and expenses shown above states correctly the operations for the year ended at that date.

WEBSTER, HORNE & BLANCHARD,  
*Certified Public Accountants*

New York, N. Y., March 20, 1939.

## CONTRIBUTORS

### LIFE PATRONS

By Contributions of \$500 or More at One Time

Auchincloss, Charles C.	Markle Foundation, The John and Mary R.
Bhumthanal, George.	New York Foundation.
Brewster Robert S.	Pratt, Herbert L.
Bureau of Social Hygiene, Inc.	Rockefeller, John D., Jr.
Clark, F. Ambrose.	Rockefeller, The Laura Spelman Memorial.
Draper, Ruth, Relief Benefit Fund.	Sagan Holding Co.
Hayden, Charles Foundation.	Sage, Dean.
Harkness, E. S.	Schiff, John M.
Hochschild, Harold K.	Sergievsky, Mrs. Boris.
Holter, Mrs. E. O.	Suarez, Mrs. Diego.
James, Arthur Curtiss.	Vail, Mrs. Lawrence.
Levisohn, The Misses Alice and Irene.	Woerishoffer, Mrs. Anna.
Lotta Fund for Aiding Discharged Convicts.	

### HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

C. S. S.	Coe, William R.
G. W. W.	Comey, John W.
K. V. R. and O. A. V. R. (In Memory of).	Comor, W. E.
Anonymous.	*Coolidge, Mrs. Sherman.
Abbott, George.	*Cooper, James Penimore.
Alexander, Mrs. Archibald S.	Cronwell, James W.
Anson, Mrs. Earnald.	Curran, Mrs. Guernsey, Jr.
Association of Grand Jurors, N. Y. County.	Curtis, Mrs. James F.
Auchincloss, Mrs. C. C.	Cushing, Charles G.
Bachelors, The.	Cutting, Charles Suydam.
Bandler, Maurice E.	Cutting, Fulton.
Baring, Charles.	Davella Mills Foundation, The.
Barksdale, Mrs. H. M.	Davies, Frederick M.
Bell, Mrs. Gordon Knox.	Davis, Joseph E.
Bliss, Robert Woods.	deBrahant, Mrs. Marius.
Bowen, Mrs. Harry S.	*de Forest, Henry W.
Brown, Alexander H.	Devoe, Miss Harriet E.
Brownell, Miss Matilda A.	Dodge, Mrs. Cleveland H.
Bulkley, Mrs. Jonathan.	Driver, Wilbur B.
Burden, William A. M.	Dwight, Winthrop E.
Burlingham, Mrs. Charles.	Elbert, Mrs. Robert G.
Carhart, Mrs. Hamilton.	Emmons, Mrs. Arthur B.
Cary, Miss Kate.	Ewing, William F. C.
Charlhy Corporation.	Fairfax, Mrs. Lindsay.
*Chisholm, George E.	Frost, Aaron V.
Chisolm, B. Ogden.	Gabriel, Mrs. Vivian.
*Clafin, John.	Gardner, Mrs. Robert Folger.
Clark, Mrs. Stephen C.	Gerry, Peter G.
	Goeliet, Robert W.
	Grace Church.

\* Deceased.

Hadden, Alexander M.  
 Halkett, Mrs. Stokes.  
 Hall, Mrs. Bolton.  
 Harris, John F.  
 Hawkes, Mrs. Morris.  
 Herrick, Mrs. Robert F.  
 Hird, Miss Martha.  
 Hochschild, Walter.  
 Hubbard, Miss Anna Weir.  
 Hulswit, Frank T.  
 Hurd, Richard W.  
 Hyde, Mrs. Clarence M.  
 Jackson, Mrs. Charles H., Jr.  
 Jameson, E. C.  
 Jennings, Miss Annie B.  
 Jinks, The.  
 Johnson, Arthur G.  
 Johnson, James W.  
 LaFarge, Mrs. Oliver H. P.  
 Langley, William C.  
 Lehman, Mrs. H. H.  
 \*Levisohn, Adolph.  
 Levisohn, Sam A.  
 Livingston, Johnston.  
 McHarg, Henry K.  
 McKinney, Price.  
 Moore, Edward S.  
 Moors, Mrs. William H.  
 Morgan, John P.  
 Morris, Mrs. Lewis R.  
 Mutual Welfare League of Sing Sing  
 Prison.  
 Nichols, W. H.  
 Oliphant, Robert M.  
 Osborn, William Church.  
 Osborn, Mrs. William Church.  
 Ostwalt, F. E.  
 Perkins, Mrs. George W.  
 Pond, Miss Florence L.  
 Porter, H. Hobart.

Porter, Mrs. H. Hobart.  
 \*Post, James H.  
 Potter, William C.  
 Pratt, Harold I.  
 Pratt, Mrs. John T.  
 Prentice, Bertron S.  
 Rand, George C.  
 Reed, Latham G.  
 Reid, Fergus.  
 Remsen, Miss Elisabeth.  
 Rice, Dr. and Mrs. Alexander H.  
 Richardson, Mrs. C. Tiffany.  
 Rinckhoff, John P.  
 Rionda, Mrs. Manuel.  
 Riverside, The Church.  
 St. Thomas Church.  
 Satterlee, Mrs. Herbert L.  
 Schoenfeld, John L.  
 Seville, Miss Grace.  
 Scudder, Mrs. Hewlett.  
 Seligman, J. & W. Co.  
 Sexton, Mrs. A. G.  
 Shaw, G. Howland.  
 \*Shepard, Mrs. Finley J.  
 Simpson, Miss Jean Walker.  
 Skeel, Mrs. Roswell, Jr.  
 Sloan, Samuel.  
 Sloane, Mr. and Mrs. George.  
 Stillman, Miss Charlotte R.  
 Swan, Joseph R.  
 Third Panel Sheriff's Jury.  
 Thomson, George M.  
 Train, Mrs. Arthur C.  
 Untermeyer, Samuel.  
 Van Gerbig, Mrs. Barend.  
 Van Norden, Warner M.  
 Van Rensselaer, William Stephen  
 (In Memory of).  
 Weekes, Harold H.

## LIFE MEMBERS

By Contributions of \$50 at One Time

A. H. (In Memory of).  
 C. S.  
 P. H. A.  
 "From a Friend."  
 Agent.  
 Anonymous.  
 Atkins, Mrs. Leonard D.  
 Agnew, Mrs. George B.  
 Aldrich, Winthrop W.  
 Alexander, William.  
 Anderson, J. Cameron.  
 Arnold, Edward W. C.  
 Baker, Mrs. Walter.  
 Baldwin, William M.

\* Deceased.

Barrows, Ira.  
 Baumert, Frank J.  
 Bellak, C. Morton.  
 Benecke, Alex.  
 Benjamin, William E.  
 Bennett, Eugene B.  
 Bliss, Cornelius N.  
 Bliss, Mrs. Robert W.  
 Bogert, Mrs. Beverly.  
 Borden, Albert G.  
 Boynton, Herbert F.  
 Brown, Everett L.  
 Bryce, Peter Cooper.  
 Bulkley, Edwin M.

Bulkley, Mrs. Edwin M.  
 Campbell, Mrs. O. A.  
 Carey, S. W., Jr.  
 Carpenter, Mrs. C. Whitney.  
 Chapin, Charles Merrill, Jr.  
 Chapin, Simon B.  
 Christ Church of New Brighton.  
 Cheney Brothers.  
 Christian Herald.  
 Christie, Robert E.  
 Clark, Mrs. J. Leffingwell.  
 Clarkson & Ford Co.  
 Cluett, Walter H.  
 Cooper, J. H.  
 Coward, Mrs. Thomas R.  
 Cromwell, J. H. R.  
 Cross, John Walter.  
 Davis, Henry J. (In Memory of  
 Mrs. Amy Elizabeth Davis).  
 Davis, Thomas B.  
 de Florez, Mrs. Pedro R.  
 De Lamar, Miss Alice A.  
 Delano, William Adams.  
 de Peyster, Miss Augusta M.  
 Dows, David.  
 Dwight, Mrs. Edward F.  
 Eastman, Mr. and Mrs. Lucius R.  
 Eastwood, Mrs. John H.  
 Eitington-Schild Co.  
 Emmet, Mrs. C. Temple.  
 Emmet, Miss Lydia F.  
 Evans, Hartman K.  
 Field, Mrs. William D. C.  
 Flagler, Mrs. Harry H.  
 Fox, Mortimer J.  
 Friendly Fund, Inc.  
 Gabrilovitch, Mrs. Clara.  
 Gallatin, Albert.  
 Galdes, Donald G.  
 Goldman, Julius.  
 Great, The Atlantic and Pacific Tea  
 Co.  
 Guggenheim, Mrs. Simon.  
 Hammersley, Louis Gordon.  
 Hammersley, Mrs. Louis Gordon.  
 Hammond, Mrs. John Henry.  
 Helfetz, Jascha.  
 Henry, Mrs. Barklie McKee.  
 Hickox, Mrs. Charles V.  
 Hoe, Mrs. Richard M.  
 Hosmer, Mrs. Estelle de Peyster.  
 Hunt, Mrs. Thomas.  
 Hyde, Mrs. T. Talbot B.  
 \*Irvin, Richard.  
 Johnson, Mrs. Aymar.  
 Jones, Edward.  
 Joost, Martin.  
 Joost, Mrs. Martin.  
 Jourdan, Edward R.  
 Katz, Mrs. Hannah E.

\* Deceased.

Kemble, George I.  
 Kerr, Mr. and Mrs. Robert C.  
 Kidder, Mrs. A. M.  
 Klee, Walter S.  
 Lamont, Miss Elizabeth K.  
 Landauer, James D.  
 Landon, Francis G.  
 Lathers, Miss Julia.  
 Leffingwell, R. C.  
 Leffingwell, Mrs. R. C.  
 Leon, Maurice.  
 Low, Miss Lois Curtis.  
 Maurice, Miss Marian B.  
 McClellan, Mrs. George B.  
 MacKay, Henry.  
 Metcalf Brothers & Co.  
 Metcalf, Mrs. Manton B., Jr.  
 Moore, Benjamin.  
 Moore, Henry Booth.  
 Moore, Mr. and Mrs. Paul.  
 Moore & Shley.  
 Morgan, Miss Caroline L.  
 Nichols, George H.  
 Parish, Henry.  
 Parks, Leighton.  
 Peabody, George Foster.  
 Pearl, Mrs. Frederick W.  
 Peckham, Mrs. Wheeler H.  
 Perkins, Mrs. Frederick C.  
 Perry, Mrs. H. G.  
 Peters, Mrs. Theodore.  
 Phipps, Mrs. John S.  
 Pierce, Mrs. Theron F.  
 Pitkin, Mrs. Albert J.  
 Polk, Mrs. William M.  
 Pope, Mrs. Charles F.  
 Pratt, Mrs. Charles M.  
 Prospect Helpers, Inc.  
 Prosser, Thomas.  
 Randolph, Mrs. Francis F.  
 Reed, Lausing P.  
 Resor, Mr. and Mrs. Stanley.  
 Reynolds, George G.  
 Richard, Miss Elvina.  
 Robbins, Mrs. Francis LeB., Jr.  
 Roessler, Mrs. Franz.  
 Rothbart, Albert.  
 Russell, Miss Marie L.  
 Satterlee, Herbert L.  
 Scott, Miss Mary Evelyn.  
 Scott, Walter.  
 See, Alonzo B.  
 Shepard, Finley J.  
 Sherwood, Mrs. Arthur H.  
 Sicher, Dudley F.  
 Simmons, Joseph Ferris.  
 Sorchan, Mrs. Victor.  
 Sparks, P. Ashley.  
 Speyer, James.  
 Stebbins, E. Vail.  
 Steele, Charles.

Stokes, J. G. Phelps.	
Stout, Mrs. Andrew V.	
Taylor, Lloyd.	
Tracher, Thomas D.	
Towne, Mrs. John H.	
Tucker, Allen.	
Tucker, Mrs. Carl.	
Tucker, Samuel A.	
Tuckerman, Mr. and Mrs. Paul.	
Twehll, Mrs. Burton P.	
Van Vechten, F. R.	
Wade, Mrs. Alfred B.	
Watson, Mrs. James S.	
Wellington, Miss Elizabeth R.	
White, Mrs. Henry.	
White, Miss May W.	
Whitney, Mrs. Caspar.	
Williams, Harrison.	
Wilson, Mrs. Orme.	
Yeatman, Pope.	
Young, Miss Katharine V.	

## CONTRIBUTORS' LIST

For Fiscal Year January 1, 1938 to December 31, 1938

## Designation 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); E. B., Employment Bureau; S., Special Purposes; C. T., Christmas Toys.

A	
Aborn, Mrs. J. A.	\$3 00
Ackerman, Marion S.	5 00
Adams, Mrs. C. Thayer.	5 00
Adams, Mrs. Hall.	5 00
Adams, Mrs. Hall.	2 00
Adee, George Townsend.	5 00
Adler, Morton L. "In Memory of Frederica M. Adler"	5 00
Agnew, Mrs. George B.	25 00
Albee, Elly E.	2 00
Aldrich, Mrs. Richard.	10 00
Aldrich, Mrs. Richard.	10 00
Aldrich, Winthrop W.	25 00
Aldrich, Mrs. Winthrop W.	10 00
Alexander, Miss Agnes.	10 00
Alexander, Archibald S.	25 00
Alexander, Archibald S., S.	10 00
Alexander, Mrs. Archibald S.	100 00
Alexander, Miss Archibald S.	5 00
Allen, George Marshall.	10 00
Allen, Mrs. George Marshall.	10 00
Allibone, L. W.	1 00
Allison, Mrs. Ethel T.	2 00
Allyn, Robert S.	5 00
Alsberg, William.	5 00
Altschul, Mrs. Charles.	10 00
Altschul, Miss Clara.	5 00
Altschul, Mrs. Frank.	10 00
Anderson, Clayton & Fiening	10 00
Angell, Mr. and Mrs. M. B. S.	5 00
Anthony, Miss Margaretta C.	15 00
Appley, Mrs. John S.	5 00
Armitage, Mr. and Mrs. Thomas W.	5 00
Arnold, Mrs. Benjamin W.	25 00
Arnold, Mrs. Carrington G.	3 00
Askin, Mrs. Arnold S.	5 00
Astruck, Mrs. J. H.	1 00
Auchincloss, Charles C.	100 00
Auchincloss, Charles C., S.	10 00
Auchincloss, Mrs. Charles C.	25 00
Auchincloss, Mrs. Edgar S.	10 00
Auchincloss, Gordon.	10 00
Auchincloss, Mrs. Reginald Le G.	25 00
Austin, Mrs. Dwight E., S.	5 00
B	
Bache, Harold L.	10 00
Bachus, Mrs. Dana C.	20 00
Baird, David G.	4 00
Baker, Mrs. Herbert S.	5 00
Baldwin, Miss Theodora.	1 00
Baldwin, Mrs. E. W. Edward.	25 00
Balin, Miss Marie H.	3 00
Baltz, Mrs. Harry R.	5 00
Bancker, Mrs. E. H.	5 00
Baring, Charles.	50 00
Baring, Charles.	10 00
Barlow, De Witt D., S.	5 00
Barnes, Courtlandt D.	10 00
Barnes, Mrs. Courtlandt D.	5 00
Barnes, Mrs. E. W.	2 00
Barnes, Mrs. Charles T.	5 00
Barnum, Miss Laura C.	2 00
Barnum, William Henry.	5 00
Barrow, Ira.	25 00
Barry, Stuyvesant.	7 50
Barstow, Miss Cornelia K.	1 00
Bartol, Mrs. Henry G.	10 00
Barton, Notkers.	1 00
Bass, Frederick W.	5 00
Bassett, Mrs. Charles F.	5 00

Battle, Mrs. George Gordon.	3 00	Brueger, Otto C. F.	5 00
Bawden, Mr. and Mrs. Clarence C.	5 00	Brundage, Mrs. Wilbur. C.T.	5 00
Baxter, Mrs. W. J.	5 00	Banks	5 00
Becker, F. O.	2 00	Bryant, Samuel	10 00
Beckhard, Martin.	5 00	Bryce, Miss Mary T.	15 00
Bedford, Mrs. Alfred C.	25 00	Buckner, Samuel O.	5 00
Beer, Mrs. George L.	5 00	Buckner, Thomas A., Jr.	7 00
Beers, Miss M. Elisabeth.	5 00	Bueh, Mrs. John J.	1 00
Belknap, Reginald R.	1 00	Bulkeley, Mrs. Edwin M.	25 00
Benedict, Elliot S.	5 00	Bulkeley, Mrs. Jonathan.	10 00
Benjamin, William Everts.	20 00	Burchard, Miss Anna T.	1 00
Bennett, Eugene B.	5 00	Burden, William A. M.	100 00
Bennett, Miss Josephine.	2 00	Burgess, E. Barton.	4 00
Berkey, Mrs. Charles P.	1 00	Burlington, Mrs. Charles.	25 00
Bernhelm, Henry J.	10 00	Burr, Mrs. Frederic M.	5 00
Bernheimer, Miss Cora A.	10 00	Burter, The Howard Russell Trust	2 50
Beruth, O. M.	20 00	Butler, Joseph J.	1 00
Best, William	5 00	Butler, Miss Mary M.	5 00
Bewer, Julius A.	5 00	Butt, Mrs. McCookry. C.T.	5 00
Beyer, Eugene O.	10 00	Butterick, Miss Mary E.	5 00
Biederman, August.	5 00	Butterworth, Mrs. George	10 00
Billings, Miss Elisabeth.	1 00	Byrne, Mrs. James.	5 00
Bilt-Rite Baby Carriage Company	3 00	C	
Binger, Mrs. Walter.	1 00	Callender, John A.	5 00
Birdsall, Miss S. Josephine.	1 00	Campbell, Mrs. Oliver Allen.	10 00
Bishop, Elliot.	5 00	Carey, D. P.	5 00
Blanke, Miss Alice M.	2 00	Cargille, R. P.	3 00
Blanke, Miss Katherine M.	2 00	Carlebach, Mrs. Emil.	2 00
Bliss, Robert Woods.	100 00	Carleton, Miss Anna.	5 00
Blossom, Mrs. Francis.	10 00	Carlson, Miss Anna.	5 00
Bluan, Mrs. Morris J.	10 00	Carnegie, Mrs. Thomas M., Jr.	5 00
Blumenthal, George.	300 00	Carpenter, J. N.	2 00
Blumenthal, Mrs. Rose.	2 00	Carson, Miss Blanche.	2 00
Bodman, Mrs. George M.	5 00	Carter, Ernest Trow.	10 00
Bolling, Mrs. Raynal C.	5 00	Cary, Miss Kate.	50 00
Bonbright, Irving W.	10 00	Cary, Mrs. Melbert B., Jr.	10 00
Bonney, Mrs. Leonard W.	10 00	Caspe, J. Herbert.	10 00
Borden, Albert G.	1 00	Cerf, L. A.	5 00
Botjer, Miss Bertha Louise.	3 00	Cerf, Mrs. L. A.	3 00
Bourne, George L.	25 00	Cerbelli, Santo C.	5 00
Bourne, H. A.	5 00	Chapin, Miss Cornelia Van	10 00
Bowen, Mrs. James.	5 00	Chapin, Simeon B.	25 00
Bowie, W. Russell.	5 00	Chapman, Miss Mary W.	5 00
Bradley, Charles Burnet.	10 00	Chapman, Miss Mary W. S.	2 00
Brewster, Robert S.	50 00	Charles, Mrs. Mary deP.	5 00
Brill, A. A.	5 00	Chellborg, Miss Julia R.	1 00
Broadhead, Mrs. A. L., S.	2 00	Chloate, Mrs. Arthur Osgood	15 00
Brooks, Mrs. Frederick.	5 00	Clark, Miss Amy E.	1 00
Brown, Mrs. M.	1 00	Clark, F. Ambrose.	100 00
Brown, Miss Edith Harman.	5 00	Clark, Mrs. J. William.	30 00
"In Memory of Mr. and Mrs. William Harman Brown"	10 00	Clark, Miss Maud.	3 00
Brown, Mrs. George Alexander.	5 00	Clark, Walter H.	1 00
Brown, Mrs. Thornton K.	1 00	Clarke, Mrs. Adele V. N.	3 00
Brown, Warren D.	10 00	Clarke, Miss Helen Mac G.	1 00
Bruce, Mrs. Leslie C.	2 00	Cleland, Mrs. T. J.	25 00



Hoe, William J.	5 00	Kidder, Mrs. Henry Maynard	S.	2 00
Hoffman, Miss Margaret E.	5 00	Kieffer, P. H.	2 00	
Hoffman, Samuel V.	10 00	King, Mrs. George Gordon	10 00	
Hofstrom, C.	1 00	King, Miss Isabella C.	10 00	
Hogan, Mrs. Jefferson	1 00	Kirkham, Mrs. Ethel D.	5 00	
Hofstein, Mrs. Gustavus M.	2 00	Kissel, Mrs. Gustav B.	10 00	
Holmes, John Haynes	2 00	Kitching, Miss Belle M.	5 00	
Holt, Mrs. L. Emmett	10 00	Kittredge, Samuel Dana	2 00	
Holt, Mrs. Robert S.	10 00	Klots, Mrs. Allen T.	S.	5 00
Holer, Mrs. Edwin O. E.B.	25 00	Knox, George	5 00	
Horn, Miss Sarah L.	20 00	Knoedler, M. & Co., Inc.	10 00	
Horton, E. P.	8 00	Knoop, S. Adolphus	C.T.	2 00
Howard, Mrs. William	1 00	Koehler, Mrs. Richard A.	S.	5 00
Fisher	1 00	Kohl, Frank E.	S.	1 00
Hubbard, Miss M. E.	10 00	Kohn, Daniel	5 00	
Hudson, Mr. and Mrs. Paul H.	10 00	Kreech, Shepard	10 00	
Hull, Mrs. George H., Jr.	5 00	Kresel, Isidor J.	S.	5 00
Hunt, Miss Mary F.	5 00	Kress, C. W.	2 00	
Huntington, Mrs. Francis C.	3 00	Kress, Samuel H., Founda- tion	10 00	
		Kuhn, Samuel L.	10 00	
		Kurland, Isidore	S.	5 00
I				
Iger, Mrs. Tonie	1 00			
Irvine, Charles H.	15 00			
Iscelin, Mrs. O'Donnell	5 00	L		
Iscelin, Mrs. Oliver	5 00	Lafrenz, F. W.	S.	10 00
Iseman, Mrs. Percy R.	3 00	Laist, Mrs. Frederick	S.	10 00
Israel, Mrs. Albert	10 00	Lake, Miss Jennie S.	2 00	
Itleson, Henry	10 00	Lambert, Mrs. Samuel W.	10 00	
		Lamont, Mr. and Mrs. Thomas V.	10 00	
J		Langdon, Mrs. Frederic M.	2 00	
James, Mrs. Bayard	25 00	Langford, E.	5 00	
Jameson, E. C.	10 00	Lask, Miss Bertha	C.T.	3 00
Jameson, Mrs. James Walker	5 00	Lauterstein, Mrs. Leon	2 00	
Jay, De Lancey K.	10 00	Lawrence, Charles L.	10 00	
Johnson, Mrs. Aymar	5 00	Lawrence, Mrs. Charles L.	10 00	
Johnson, Mr. and Mrs. Bur- ges	5 00	Lawrence, Miss Clara Louise	10 00	
Johnson, Mrs. Elmer Har- land	5 00	Lazarus, Leonard	S.	1 00
Jonas, Richard A.	25 00	Leaman, Walter E.	2 00	
Jones, Mrs. Adam Leroy	3 00	Lee, Mr. and Mrs. Burton J.	5 00	
Jones, Mrs. De Witt Clinton	7 00	Leech, Mrs. John E.	2 00	
Jones, Mrs. Paul T.	1 00	Lehman, James M.	10 00	
Joost, Mrs. Martin	5 00	Lemlein, Asa	2 00	
		Lente, Miss Mary	S.	1 00
		Leon, Remond	S.	10 00
		Leonard, Mrs. Edgar W.	20 00	
K		Le Roy, Mrs. Robert	15 00	
Kane, Mrs. Frederick L. S.	1 00	Lester, Miss Fanny A.	2 00	
Kaplan, Mrs. Jack	10 00	Levi, George	5 00	
Katz, Mrs. Hannah E.	10 00	Levy, Mrs. Benjamin N. C.T.	5 00	
Kaufman, Mrs. Edward S., *In Memory of Miss Rosalie Nathans	10 00	Lewis, Mrs. Richard J. C.T.	3 00	
Kaufman, Mrs. Edward S.	10 00	Levisohn, Sam A.	100 00	
Kaufmann, Mrs. M. J.	10 00	Liebman, Julius	10 00	
Kelley, Miss Annie E.	S.	Lincoln, Dr. Edith M.	5 00	
Kellogg, Mrs. Frederic R.	5 00	Lincoln, Mrs. Frederic W. S.	5 00	
Kellogg, Morris W.	10 00	Lindemann, Oscar	10 00	
Kennard, William M.	5 00	Lindley, Miss Alice F.	5 00	
Kenneth, Miss Ethel	5 00	Lindley, Mrs. Erasmus C.	20 00	
Kernan, Mrs. Michael J.	2 00	Litchfield, Eleetus D.	5 00	
		Lobenstein, Mrs. William C.	10 00	
		Lockwood, Mrs. I. Ferris	10 00	

Loeb, E. H.	S.	2 00	Miller, Mrs. Henry Wise	5 00
Loines, Mrs. Stephen	10 00		Miller, William W.	25 00
Loof, Frederic W.	10 00		Miliken, Mrs. Gerrich H.	10 00
Lotta Fund for Aiding Dis- charged Convicts	S.	523 00	Moeller, Miss Hannah T.	1 00
Louchheim, Harry F.	10 00		Nielsen, Mrs. R. Dorsey	2 00
Love, John W.	1 00		Lorain	10 00
Loveman, Miss Amy	5 00		Moore, Mrs. George C.	1 00
Luquer, Mrs. Lea McIlwaine	10 00		Moore, Edward S.	10 00
			Moore, Mrs. Louis De B.	10 00
			Moore, Mr. and Mrs. Paul	50 00
			Moore, Mrs. William H.	25 00
M			Morgan, Mrs. John H.	5 00
Mabon, Mrs. A. F.	1 00		Morganthau, Mrs. M. L.	5 00
Maclay, Mrs. Alfred B.	5 00		Morris, Mrs. Irma C. C.T.	1 00
MacNeil, Hermon A.	1 00		Morris, Lewis Spencer	10 00
Madigan, John H., 1937*	10 00		Morris, Richard L.	10 00
Madsen, Morris	S.	10 00	Morris, William H.	10 00
Magee, John	20 00		Morris, Mrs. William H.	5 00
Magee, Sanford J.	10 00		*Morton, Mrs. Paul	5 00
Mallaby, Miss Theodora F.	5 00		Mossman, Mrs. Howard Hill	10 00
Manges, Morris	5 00		Mott, Mrs. John Bowne	10 00
Manice, William De Forest	10 00		Mott, Lewis F.	10 00
Manning, Mrs. J. J.	S.	20 00	Mouraille, Miss M. Mathilde	10 00
Marcia Brady Tucker Founda- tion	50 00		Mueller, Miss Louise M.	5 00
Marquand, Mrs. Allan	10 00		Murray, Miss Catherine	2 00
Marquand, Miss Sarnia	25 00		Murray, J. Archibald	15 00
Martin, Edward S.	3 00		Mutterper, Sol	2 00
Martin, Miss Florence C.	5 00		Mygatt, Kenneth	5 00
Martin, William V.	5 00			
Marwick, Mrs. Brewster	10 00		N	
Masse, Mrs. Margaret J. S.	10 00		Newborg, M.	10 00
Mathewson, Mr. and Mrs.	S.	2 00	Newhouse, Mrs. Walter Scott	2 00
Mathews, Mrs. George	2 50		Nichol, Thomas	10 00
Mauch, William C.	S.	10 00	Nichols, George	10 00
Maurice, Miss Marian B.	50 00		Nichols, Mrs. John W. T.	10 00
Maury, Mrs. Henry Tobin	5 00		Nitze, Mrs. Paul H.	25 00
Maxwell, Howard W.	10 00		Norton, Mrs. Charles D.	25 00
Mayer, Mrs. Edwin	2 00		Nourse, Miss Juliet L.	5 00
Mayer, Joseph B.	S.	5 00		
Maynard, Miss Helen Louise	10 00		O	
McCarroll, James R. T.	10 00		Ogden, Charles W.	10 00
McClellan, Mrs. George B.	5 00		Olafson, Olaf	1 00
McCutchen, Mrs. Charles Walter	25 00		Olcott, Miss Theodora C.T.	5 00
McDowell, Miss Florence	5 00		Openhym, Wilfred A.	15 00
McGarvey, Mrs. Edward Sr.	15 00		Otis, F. Burton	2 00
McGovern, Miss Eleanor	10 00			
McGovern, Miss Grace	5 00		P	
McGowan, Miss Blanche J. S.	1 00		Paige, Mrs. Douglas W.	5 00
McKin, Mrs. George	10 00		Pappenheimer, Mrs. A. M.	5 00
Merchant, Mrs. B. T.	5 00		Parks, Mrs. Elton	5 00
Merritt, Miss Helen S.	3 00		Parsons, William Barclay	5 00
Meresreau, Mrs. Jacob	10 00		Partridge, Theodore Dwight	10 00
Metcalf, Mrs. Manton B., Jr.	25 00		Patterson, Mrs. Henry S.	5 00
Meyenberg, Miss Amelia	S.	5 00	Paulding, James Kirke	5 00
Meyer, Miss Jennie A.	S.	1 00	Pauli, Mrs. H. G.	2 00
Meyer, Max	1 00		Pearce, William G.	25 00
Middleton & Co., Ltd.	10 00		Peebles, Miss Frances H.	1 00
Millum, Mrs. Devereux	5 00		Peters, Siegfried	5 00
Miller, Mrs. Edgar Grim, Jr.	2 00		Perkins, Miss Elizabeth B.	10 00
Mittler, Mrs. G. Maculloch	20 00		Perkins, Mrs. George W.	75 00
			Perlstein Brothers	3 00

\* Deceased.

Peters, Mrs. Samuel T.....	2 00	Renton, Stanley H.....	10 00
Pfeiffer, Mrs. G. Oscar.....	1 00	Renwick, Mrs. William C.....	5 00
Phelps, Miss Claudia Lea, 2nd.....	10 00	Regus, J. Eugene.....	2 00
Phelps, Mrs. Luis James.....	3 00	Reynolds, George G.....	50 00
Phillips, Miss Edith M. A.....	5 00	Richard, Miss Elvina.....	50 00
Phillips, Miss Edith M. A. C.T.....	5 00	Richard, Oscar L.....	10 00
Phillips, Michael G. G.....	20 00	Richards, Miss Harriet M., Jr.....	5 00
Pimpton, Mrs. George A.....	10 00	Richardson, Mrs. C. Tiffany.....	10 00
Polk, Frank L.....	10 00	Richardson, Miss Marion C.T.....	5 00
Polk, Mrs. William M.....	15 00	Riegelman, Mrs. Charles A.....	5 00
Polak, Walter G.....	10 00	Rives, Mrs. Reginald B.....	10 00
Pope, Mrs. Charles Frank.....	50 00	Roberts, Mrs. Henriette W.....	2 00
Porter, H. Hobart.....	10 00	Roberts, Mrs. Anna T. S.....	2 00
Porter, Mrs. H. Hobart.....S.	10 00	Robinson, Mrs. Franklin W.....	2 00
Post, Abram S.....	20 00	Robinson, H. E.....S.	10 00
Post, Mrs. Carroll J.....	5 00	Rockwood, Miss Katharine C.....	10 00
Potter, William C.....	50 00	Rodewald, Miss A. Leontine.....	5 00
Pratt, Mrs. Charles M.....	25 00	Rodman, H. B.....	2 00
Pratt, Mrs. Dallas Bache.....	10 00	Root, Oren.....	20 00
Pratt, Harold T.....S.	100 00	Rosenoson, Mrs. S. J.....	10 00
Pratt, Herbert L.....	500 00	Rosenstein, Henry.....	5 00
Pratt, Herbert L.....S.	20 00	Rosenthal, Rudolph.....	1 00
Pratt, Mrs. John T.....	10 00	Rosenzweig, Mrs. Joseph.....	5 00
Prescott, Miss Mary R.....	10 00	Ross, Mrs. Donald G.....	2 00
Prince, Mrs. Benjamin.....	5 00	Rothwald, Miss Anna J.....	5 00
Prizer, Miss Mary C.....	10 00	Rumery, Ralph R.....	2 00
Pruyn, Mrs. Robert D.....	10 00	S.....	
Pugh, Thomas.....	2 00	Sage, Dean.....S.	500 00
Purrington, Mrs. William A.....	15 00	Sage, Dean.....E.B.	300 00
Purrington, Mrs. William A. S.....	5 00	Sage, Mrs. Henry W.....	15 00
Putnam, Mrs. William A.....	10 00	Sahler, Miss Helen G.....	15 00
Pyne, Mrs. H. Rivington.....	5 00	Salm, Mrs. Coster.....	5 00
Q.....		Salomon, Mrs. August.....	2 00
Quinto, Philip.....	2 00	Salomon, Mrs. Harry.....	2 00
R.....		Satterthwaite, Mrs. Thomas E.....	10 00
Randolph, Miss Blanche F.....	2 00	Saver, M. Conway.....	6 00
Randolph, Mrs. Francis S.....	25 00	Sayre, Miss Mary Hall.....	5 00
Rankin, Mrs. Harriet B. S.....	5 00	Schad, George Leonard.....	5 00
Raven, John H.....	10 00	Schaefer, Bernhard K.....	10 00
Ravner, Mr. and Mrs. Wil- ham.....	5 00	Schefer, Anton H.....	2 00
Raynor, Mrs. Forrest.....	5 00	Schiff, John M.....	500 00
Read, Duncan H.....	25 00	Schley, Evander B.....	10 00
Reed, Raymond, Mrs. Roland L.....	10 00	Schley, Mrs. Kenneth B.....	4 00
Reed, Henry Douglas.....	10 00	Schloter, Frederick C.T.....	1 00
Reed, Latham G.....	2 50	Schmidlapp, Carl J.....	25 00
Reese, Miss Margaret M.....	5 00	Schmidt, Miss Bertha M. S.....	5 00
Reformed Church of Pier- mont, N. Y. (from the Sunday School Class of C. V. Sparhawk).....S.	2 00	Schneider, Mrs. B. B.....	10 00
Reid, Fergus.....	100 00	Schoenfeld, John L.....	100 00
Reilly, Miss Mary A.....C.T.	1 00	Schoenfeld, John L.....S.	10 00
Rensen, Miss Margaret S.....	5 00	Schuchardt, Mr. and Mrs. Frederick.....	5 00
		Schulte, Mrs. David A.....	10 00
		Schulte, Mrs. Joseph M.....	5 00
		Schultz, Mrs. Albert B.....	5 00
		Schwab, Miss Emily.....	15 00
		Schwarz, Robert.....	2 00

Scotes, Mrs. Richard J.....	2 50	SturGIS, Mrs. Thomas.....	3 00
Scott, Donald, Jr.....	5 00	Stuyvesant, A. Van Horne, Jr.....	25 00
Scott, Miss Mary Evelyn.....	50 00	Sutro, Mrs. Lionel.....	5 00
Scoville, Miss Edith.....	10 00	Sutton, J. Wilson.....	5 00
Scoville, Miss Grace.....	23 00	Swallow, Mrs. A. G.....	10 00
Scauder, Mrs. Hewlett.....	25 00	Swan, Joseph R.....	10 00
Second, The Panel Sheriff's Jury.....	10 00	Swatland, Doug. G.....	25 00
Seelig, G. A. F.....	1 00	Swett, Mrs. Paul F.....S.	5 00
Seeman, Joseph.....S.	1 00	T.....	
Seligman, Mrs. George W.....	5 00	Taylor, Henry C.....	25 00
Shallcross, John.....	2 00	Taylor, James B.....	10 00
Sheldon, Miss Edith.....	1 00	Teagle, Walter C.....	1 00
Shepard, Finley J.....	25 00	Teets, Herbert M.....S.	3 00
Sherwood, Mrs. Arthur M.....	2 00	Thacher, Mrs. Thomas D.....	10 00
Shriver, Alfred.....	5 00	Thaw, J. C.....	10 00
Sibley, Mrs. Hiram W.....	10 00	Third, The Panel Sheriff's Jury.....	50 00
Sidman, Edgar N.....	3 00	Thomas, Mrs. Allen M.....	5 00
Sievers, Miss C.....S.	1 00	Thompson, Mrs. Lewis S.....	5 00
Simmons, Mrs. Joseph Ferris.....	5 00	Thorneburn-Arts, Mrs. L. N.....	3 00
Simons, Isaac.....	2 00	Thorpe, Victor C.....	10 00
Simpson, Miss Jean Walker (1937-1938).....	50 00	Thurman, Israel N.....	1 00
Sinclair, Mrs. Donald B.....	5 00	Tiffany, Charles L.....	10 00
Sjauken, George E.....	5 00	Timpson, Miss Margaret C.....	25 00
Slade, Francis Louis.....	5 00	Towl, Mrs. Forrest M.....	3 00
Slade, George T.....	25 00	Towne, Frank B.....	10 00
Sloan, Benson B.....	10 00	Tracy, Miss Helen Dawson.....	1 00
Sloan, Samuel.....	10 00	Train, Mrs. Arthur.....	25 00
Sloane, Mrs. John.....	5 00	Treyvous, Mrs. C.....S.	1 00
Sloane, Mrs. William.....	25 00	Tropp, Leopold.....	5 00
Smith, Mrs. Fitch W.....	10 00	Tully, James.....S.	1 00
Smith, Roy C.....	5 00	Turnbull, Miss Ethel.....	5 00
Smith, Samuel.....S.	5 00	Turner, Mrs. Henry Chandlee.....	5 00
Society of St. Vincent de Paul Particular Council of Brooklyn.....	5 00	Tuttle, Mrs. Fredericka S.....	25 00
Society of St. Vincent de Paul Particular Council of Brooklyn.....S.	3 00	Twitchell, Mrs. Burton P.....	25 00
Solomon, Mrs. Della.....	2 00	Tyler, Mrs. Walter L.....	5 00
Sowden, Miss Elizabeth W. S.....	5 00	U.....	
Spalding, Mrs. George A.....	5 00	Union Towel Supply Com- pany.....	5 00
Spalding, Mrs. Kate H. S.....	5 00	Urke-Ramsing, V.....S.	1 00
Speir, Mrs. Louis.....	25 00	V.....	
Speranza, Mrs. Gino.....	25 00	Van Beuren, Mrs. Michael M.....	10 00
Sprague, Seth.....	10 00	Van Brunt, Jeremiah R.....	5 00
Stebbins, E. Vail.....	10 00	Van Santvoerd, Seymour.....	10 00
Steele, Charles.....	10 00	Van Sinderen, Mrs. Adrian.....	10 00
Stein, Mrs. Ethel.....	10 00	Van Valkenburg, Mrs. Carl- ton.....	2 00
Stetson, Miss Emil.....	1 00	Van Winkle, Miss Elizabeth Mitchell.....	3 00
Stener, Mrs. Max D.....	5 00	Van Winkle, Miss Mary.....	3 00
Stieglitz, Mrs. Albert.....	5 00	Varum, Mrs. James M.....	25 00
Stillman, Miss Charlotte R.....	30 00	Vaules, George T.....	2 50
Stimson, Henry L.....	10 00	Vor Placek, Mrs. William G.....	10 00
Stone, Herbert F.....	28 50	Victor, Mrs. Thomas F.....S.	5 00
Stout, Henry P.....	10 00	Vincent, Paul W.....S.	1 00
Strauss, Bernhard M.....	5 00		
Strong, Mrs. J. R.....	35 00		
Strong, John R.....	5 00		
Studdiford, Mrs. William E.....	5 00		
Sturges, W. W.....	5 00		