

STATE OF NEW YORK

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THE SEVENTY-SIXTH ANNUAL REPORT

OF THE

**Prison Association of New York**

135 East 15th Street, New York

1920



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1921

## PREFACE

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**T**HIS 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 seventy-sixth 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 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 elsewhere.

## THE PURPOSES

OF

### THE PRISON ASSOCIATION OF NEW YORK

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

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THE PRISON ASSOCIATION OF NEW YORK

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ROBERT W. DE FOREST GEORGE W. WICKERSHAM

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GEORGE W. WICKERSHAM, Chairman

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MRS. JAMES F. CURTIS  
EDWIN O. HOLTER  
RICHARD M. HURD  
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WILSON M. POWELL  
DEAN SAGE  
ROSWELL SKEEL, JR.  
MORNAY WILLIAMS

## STANDING COMMITTEES FOR 1921

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### LAW COMMITTEE

SAGE, CUTTING, GRAY, GREGORY, KIRCHWEY, PAVEY, POWELL.

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### PRISON DISCIPLINE

HURD, CHISOLM, DAVIS, KIRCHWEY, SAWYER.

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### RELEASED AND DISCHARGED PRISONERS

HADDEN, HALL, HOLTER, SKEEL, WILLIAMS.

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### DETENTIONS

CHISOLM, BARROWS, DAVIS, GRAY.

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### FINANCES

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SAWYER.

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### HOUSE

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### LIBRARY

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### PREVENTION OF DELINQUENCY

SAWYER, MRS. BARNES, MRS. CURTIS, HURD, POWELL.

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### FEMALE DELINQUENTS

MRS. CURTIS, MRS. BARNES.

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## STAFF OF THE PRISON ASSOCIATION 1921

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### ADMINISTRATION

O. F. LEWIS, General Secretary.

E. R. CASS, Assistant General Secretary.

R. S. MORISON, Cashier.

MISS KATHLEEN JORDAN, Secretary to Mr. Lewis.

MRS. CAROLYN TITUS, Secretary to Mr. Cass.

MISS BEATRICE STECKER, Chief of Appeal Bureau.

MISS BESSIE RATNER, Clerk.

MISS ANNE GILLESPIE, Clerk.

MISS ANNETTE KISTNER, Clerk.

MISS CHRISTINA ATTANASIA, Clerk.

MISS RUTH DUDLEY, Clerk.

MISS MABEL O'NEIL, Clerk.

MISS FREDA RUNNE, Clerk.

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### PAROLE BUREAU

AUGUST L. BOHN, Agent.

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### PROBATION BUREAU

D. E. KIMBALL, Agent.

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### EMPLOYMENT BUREAU

JOHN J. MOLLOY, Agent.

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### INSPECTION BUREAU

E. R. CASS, Assistant General Secretary.

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### BUREAU OF PREVENTION OF DELINQUENCY

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### RELIEF BUREAU

ROSWELL SKEEL, JR., Agent.

MRS. ALICE F. HORE, Assistant.

MISS PRISCILLA BUNTIN, Stenographer.

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

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HON. JEREMIAH WOOD,

*Lieutenant-Governor of New York:*

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

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK,

By EUGENE SMITH, *President.*

O. F. LEWIS, *General Secretary.*

## INTRODUCTION

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### THE PRISON ASSOCIATION OF NEW YORK

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**T**HE annual report this year continues to be materially shortened, principally as a measure for the conservation of State and Association funds.

The Prison Association has concerned itself continuously for seventy-six years with the treatment of delinquents. Its charter, obtained in 1846, provided that the Society was to concern itself with (a) those awaiting trial, or being tried; and (b) with those in prison, and with prison conditions; and (c) with those who had been released from prison. In the earlier years the main attention of the Society was centered upon the relief of those incarcerated and with the rectification of the most flagrant abuses. In the course of time other important functions were developed and the scope of the Association's work extended. In the absence of accurate and comprehensive knowledge as to prison conditions and prison reform elsewhere than in New York, the Prison Association has frequently been the assembler and distributor of important and highly valuable facts and statistics. The Association has always been a recognized authority in this State in matters of prison reform. Since the time of Dr. Enoch C. Wines in the sixties of the nineteenth century, the Association has also played an important part in the national field, and was the chief factor in the foundation of the American Prison Association in 1870, and later of the International Prison Commission which has members in nearly every civilized country in the world. Conspicuous among the many results



in which the Association has shared was the campaign for the establishment of the Elmira Reformatory; the study of the Jukes Family by R. L. Dugdale, one of the board of managers of the Association; the development of probation in New York State; the development through many years of the parole system in New York city for the State reformatories and State prisons; the election of Dr. Barrows, corresponding secretary of the Association from 1900 to 1909, as president of the Eighth International Prison Congress; the successful campaign against the fee system in the case of county sheriffs; the increase of the endowment fund of the Association since 1910, from \$9,000 to nearly \$200,000, and the increase in recent years not only in the membership but of the income of the Association and the accompanying development of the fields of activity of the Association. In recent years the Association has made a considerable part of its activity the co-operation in the development of new institutions.

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

Throughout the country the Association is recognized as an important one in its field, and it daily serves as a bureau for citizens of this and other States and countries for information concerning the betterment of prison conditions, legislation, and other social problems allied with delinquency.

For nearly seven years, from 1911 to 1918, through the activities of its Bureau of Inspection and Research, the Association persistently campaigned for the abolition of the deplorable idleness existing among sentenced prisoners in our county jails, and also for the improvement of the living conditions and management of these institutions.

## THE PROBLEM OF CRIME

The problem of crime, its treatment and its cause, has existed since the beginning of civilization. Crime is recognized as one of the chief problems of society. The basis of crime is anti-social conduct. Rebellion against the laws or customs of society is of various forms. Rebellion of the individual against the laws and customs that guard the life and property of others has caused society to establish defenses, which in the development of society have led to many kinds of treatment.

The farther back the historian traces the efforts of organized society to reduce or prevent crime, the more brutal on the whole appear the methods. In this country the historian traces a long succession of efforts at solutions of the crime problem. Colonial days dealt publicly, promptly, and mainly physically with crime. Capital punishment, mutilations, and public punishment were customary.

Prisons have been the product practically of the period of the American Republic. State prisons were founded to deal with crime otherwise than by capital punishment or mutilations. Out of the prison, receiving all classes and conditions of people, developed first the juvenile prison or reformatory, which today has grown into the reform school for boys or girls. Somewhat later there were removed from the prisons the obviously insane, and ultimately asylums for the criminal insane were established in some States.

Beginning fifty years ago, the more reformable group of young men between the ages of sixteen and thirty were for the first time sent to new institutions called reforma-

ories, the first of which was the New York State Reformatory at Elmira, opened in 1876. This institution has been patterned after, in most of the States of the Union.

The principle of the indeterminate sentence, adopted with the establishment of Elmira Reformatory, made possible the shortening of the prison period, and enabled the prison authorities to place on parole, under a form of official supervision, the inmates of the reformatories after a certain period spent within the institution. Probation, introduced first into Massachusetts nearly fifty years ago, and spreading throughout the country until at present a substantial majority of the courts of the country exercise probation in some form, enables the court to postpone a prison career in instances where probation is used, thus permitting the prisoner to go back into society without the experience or stigma of a prison career, while still under the official supervision of the probation officer.

The juvenile court, created primarily to remove children under sixteen from the contact and influences of courts for adults, grew rapidly in popular favor from the beginning of the twentieth century, and today it is practically an axiom that children under sixteen shall be judged separately and as wards of the State, under the principles of chancery jurisdiction, rather than as criminals. Probation for children has assumed very large proportions.

Volunteer assistance, often of the most thoughtful and persistent kind, has developed and become organized in the Big Brother and Big Sister movement and through friendly, unpaid assistance of probation officers. Many individual instances exist throughout the country of helpfulness to men, women, and children released from institutions. Prisoners' Aid Societies give much of their time and strength to solving the problems of employment and rehabilitation for persons who have served sentences in some institution. National organizations have grown up,

like the American Prison Association, the National Probation Association, the annual meetings of the Big Brothers and Big Sisters, the juvenile protective associations, and others, all intent and diligent in aiming to solve the problem of a recurrence of crime, or the prevention of delinquency in its early stages.

The American Prison Association, now in its fifty-first year, founded by the Prison Association of New York in 1870, has grown to be a national forum, meeting annually for the discussion during one week of the vast field of crime and delinquency.

Wherever the eye of the student of social problems turns in this country, there is fine evidence of a deep-seated, persistent, and often thoughtful study and treatment of the manifestations of delinquency and crime. In no country in the world is there anywhere near the degree of public concern in problems of misconduct manifested in our country; nowhere are so many explorations and experiments made for some solution of the treatment of crime; nowhere else as in the United States is the general public inducted through newspapers, magazines, and other publications, into the general problems of misconduct. While such publications in the United States lack in large measure the scientific thoroughness of the scholarly publications of some other lands, notably of the continental countries of Europe, this condition is offset by a far larger general interest and concern of the reading public in at least the superficial evidences of crime and delinquency as a part of American life.

This fact, and the development above outlined of the very varied forms of the treatment of crime problems, has produced in the United States a condition far more favorable to what is in general called Prison Reform, than can be found in any other country. The decade from 1910 to 1920 was, for instance, one in which great public attention

was repeatedly called to certain "modern" efforts in the solution of the treatment of crime and delinquency. Within that decade came to public attention in almost all parts of the country the so-called "Honor System," whereby increased responsibilities were vested in inmates by the wardens and superintendents of institutions, resulting in increased opportunities for relative freedom within the institution or over its broad areas, increased responsibility not to attempt to escape, and also responsibility for a relatively high degree of good conduct.

Astonishing results were manifest in individual cases, and strong belief developed in the redemptive possibilities of even so-called hardened criminals.

Following closely upon the development of the "Honor System" came efforts at "Self-Government," particularly at Auburn and Sing Sing prisons, under the leadership of Thomas Mott Osborne. This movement, based mainly upon the theory that the inmates of an institution can learn the civic and social responsibilities of freedom only by having a relatively large degree of freedom within the prison, achieved very signal successes, accompanied by certain signal failures, and with the ultimate withdrawal of Mr. Osborne from the wardenship of Sing Sing left the public mind with confused and uncertain basis for judgment. This movement is still in a distinctly experimental stage, and has more recently been introduced into the Portsmouth (New Hampshire) Naval Prison, and into the House of Correction at Deer Island, Boston, Massachusetts.

Within the decade 1910 to 1920, two other important movements developed. The introduction of the psychologist, or the psychiatrist, or both, as an important part of the prison or reformatory staff has been largely achieved during the last decade. Probably the most prominently important result of the last decade in the prison field has been

the growing close association of the psychologist and the psychiatrist with the problems of institutional management. Out of years of careful study of individual inmates by specialists in the two allied sciences of psychology and psychiatry has come the recognition that the treatment of a prisoner must be mainly on an individual basis, and today mass treatment is becoming rapidly a thing of the past. Side by side with the warden or the superintendent is coming to sit the scientist as a consulting colleague whose field is the study of abnormal behavior.

The second movement, above alluded to, has been the development of the new type of prison and reformatory building and "layout." The traditional "bastile type" of prison, with hundreds of all-steel interior cells uniform in structure, a vast mass of cages, has given way in the designs of the leading new prisons of the country, in New York, Ohio, and Illinois, to a new system of prison construction, in which smaller buildings take the place of the single bastile, rooms or cells with greater privacy supersede the cages, and more humane and normal housing conditions take the place of the old and wholly unnatural series of hundreds of cage-like cells.

The World War, falling largely within the second half of the last decade, interrupted to a considerable degree certain developments in the field outlined above. Only within the last two years have the forces seeking the reduction of crime through institutional and non-institutional methods again assembled with new vigor, and with a freedom once more from the pressing and emergency problems of the war time.

Along with this renewed interest in the problems of delinquency have arisen, however, certain factors partly induced by the war. The most conspicuous factor is the so-called "Crime Wave," the causes of which seem to be numerous, and not by any means attributable wholly to the reaction

from the period of the war. There is found, at the end of the year 1920, an apparently substantial increase in crimes against property and crimes of violence. There is manifest a brutality and a daring in such crimes that the public mind assumes to be considerably greater than seemed formerly to be the case. Throughout the country the public has risen both in protest and in action, particularly by the police, to suppress such crimes. There does not seem to be in all places a corresponding development of juvenile delinquency, and the records of the Children's Court in the city of New York show an actual decrease in the number of cases coming before the court during 1920.

Nevertheless, there is general agreement that lawlessness is greater; that the sense of civic and social responsibility on the part of many persons has decreased; and there is loud clamor for a reversion to more punitive forms of treatment for law-breakers. This has resulted in some States in the introduction into the legislatures of bills increasing the length of sentences, and other measures providing for more severe forms of punishment. The advocacy of the whipping post for wife beating; the condoning and even advocacy of flogging as a part of prison regime; the urging of substantial reduction of privileges within the prisons and other institutions, are but a part of a public belief that too great leniency and too great sympathy for the so-called criminal have been manifest, and that the time has come to make a change.

There have been similar "cycles" in the past in the history of the treatment of crime in this country. There was a general belief in the breaking-down of the prison system at the beginning of the third decade of the nineteenth century, exactly one hundred years ago. Crime was rampant, and as a result, the brutally rigid systems of Auburn prison and of the Eastern Penitentiary of Pennsylvania were fastened upon this country for a period over a half-century, before substantial alleviations occurred.

It was true that crime had been rampant. It was true that the period marked by the years 1820 to 1825 was one when citizens feared seriously for their property and their lives. Yet if history can expose the failures of society, it should be today clear that not by stern repression or by the revival of brutally repressive measures can the problem of crime and misconduct be solved. The pendulum swung one hundred years ago to an extreme that fastened upon our penal methods a system of fundamental brutality.

There is today a strong plea in many quarters for a reversion to repressive and even brutal methods. The problem, therefore, before legislatures and intelligent public opinion is to act wisely and not with stern impulsiveness, in aiming to meet today's conditions.

The extremes of highly sentimental leniency and illogical treatment of the inmate within the institution, or of the released inmate again at liberty, must be avoided. Man's conduct is channeled in general along lines to be recognized and forecast to a considerable degree by those who have given greater study to the problems of human behavior. Radical deviations from probable lines of conduct can hardly be expected, and therefore such methods of dealing with prisoners as are based upon enthusiastic expectations of exceptional results will in the end necessarily lead to disappointment and failure.

What is most needed at present is wise, dispassionate study of the experiences of the last decade, an analysis of the success and failures of the past ten years, and a painstaking effort to plan for the next decade on the basis of the experiences of the past, unswayed to any unreasonable degree by apparent "crime waves," or by a hysterical reaction of the public mind in these years immediately following the greatest social catastrophe that has ever occurred to civilized nations.

In 1918 the Seventy-third Annual Report of the Prison Association of New York outlined a number of "Necessary Next Steps in the Treatment of Delinquents," indicating certain broad and necessary developments in the policy of the State or its political subdivisions in dealing with crime. In the main, these steps are still to be taken or to be concluded. It is fitting that at this time these "Next Steps" should be again outlined and certain further steps indicated.

The admission of misdemeanants to the New York State Reformatory at Elmira on an indeterminate sentence has been provided by law, after a legislative campaign of several years conducted by the Prison Association of New York. A parole system similar to that already employed by the New York State Reformatory at Elmira for felon inmates has been established for misdemeanants committed to the Reformatory.

The law of 1920, providing for this "Necessary Next Step," was based on the now general recognition among penologists that there is no inherent difference between the misdemeanant and the felon, and that the legal difference is one dependent often upon the time of day in which the crime was committed, or the amount of property secured, or upon other incidental factors quite apart from the intent of the person committing the crime. Obviously, the intent is the same whether a thief secures \$500 or \$25 in a purse. Yet the amount of money stolen creates a felon or a misdemeanant. During the year 1920, misdemeanants have been admitted to the Elmira Reformatory, but by a reasonable provision of the law, first-time misdemeanants may not be sentenced by local or county courts to the Reformatory, but only those who have previously been convicted of a misdemeanor or a felony.

The advocacy of the Prison Association in 1919 and in earlier years of a custodial institution for male defective delinquents, and a custodial institution for female defective

delinquents, has been in part realized. Mainly through the very commendable co-operation of a number of civic and philanthropic organizations in New York city, giving special attention to the problems of delinquent women, a law was enacted in 1920 permitting the transfer of female defective delinquents from other correctional institutions to the New York State Reformatory for Women at Bedford, where the board of managers was authorized to set aside a suitable portion of the property for the treatment of mentally defective delinquent women, the board of managers being also authorized to acquire for such division, by lease or rental, the property known as the laboratory of social hygiene for a period of not less than two years. This law was the opening wedge for the institutional centralization of the delinquent female defective, and an important step in the direction of custodial care of this class. The custody should be indefinite, as is at present the case in the hospital for the criminal insane, and in the asylums for the feeble-minded, subject to those forms of release provided by law.

There has been as yet no custodial institution established for male defective delinquents, but the Prison Survey, of which mention is made on page 33, has recommended the designation by the Prison Department of Great Meadow Prison as an institution of this type. This could be done by a law similar to the law passed in 1920 relative to the New York State Reformatory for Women.\*

No weakness of our correctional system has been more discussed and realized than the thoroughly inadequate state and local provision for the treatment of defective delinquents. What seemed to be temporary measures, advocated in succeeding years, were postponed year after year as to final action because of the existence of state commis-

\* Provision was made by the 1921 Legislature for the establishment of the "Institution for Defective Delinquents" at Napanoch.

sions in New York studying the problem of the insane and the feeble-minded, for the purpose of adopting through legislation comprehensive methods of dealing with mental cases.

It can be predicted with some confidence today that within a fairly brief period the state will make definite provision for the segregation and adequate treatment of male defective delinquents. This matter is depending mainly upon the development of a more modern and comprehensive administration of the correctional institutions of the State under state control.

The Prison Association in 1919 urged that the *psychiatric clinic established at Sing Sing prison*, and maintained for several years by private funds, with most admirable results from a scientific standpoint, *should be taken over by the State*, and that appropriations for its continuation and development should be made. While the psychiatric clinic has not been continued apart from the general medical conduct of the prison, the Recommendation No. 4 of the Association in 1919, namely, that *appropriations for the maintenance of the new prison at Sing Sing as a reception hospital and clearing house should be made as soon as the new institution approaches completion*, is in a fair way to be accomplished.

In short, the State is definitely committed to the policy of two new State prisons: one the remarkably planned reception prison and clearing house at Sing Sing, which will embody the latest methods (mental, social, industrial and educational) of dealing with prisoners on their reception into the prison system; and the other the new State prison at Winddale, which will be mainly an industrial prison. In these two new prisons, for which the Prison Association campaigned during a number of years, and in the final securing of which the Prison Association led the publicity campaign in 1916, the State is assured of this

great "Next Step," a step which will put this State unquestionably in the van in modern, humane, and adequate methods of dealing with convicted felons.

On the other hand, the recommendation of the Association in 1919, that "*the State Parole Board should be reorganized, the members thereof to give their full time to the work*," has not been realized. The conditions are practically the same as in 1919. The two members of the Parole Board, receiving salaries of \$3,600 each, give one week a month to actual presence in the prisons, and to the judgment at the prisons of cases coming up for parole. There is undoubtedly a considerable amount of time given by the two commissioners outside of the time spent in traveling and in visitation of the prisons, but the condition is not satisfactory, because the duties of the commission properly call for the full time of the commissioners. The salary is not such as to secure the full time of a commissioner of the calibre necessary for this work. The Prison Association has advocated a substantial increase in the salary provided, and urges again that the State Parole Board be put on a full-time basis, and that the commissioners give their full time to this work.

Nothing less than full time of two men, together with such time as can be given by the superintendent of prisons or his delegate, is enough for the adequate treatment of this important and complicated field of penology. The judges in the courts committing to prison sit constantly, and great care and great expense are involved in the conviction of a felon. One of the chief criticisms of the indeterminate sentence and of the parole system is that the release of the prisoner on parole seems to be to such an extent automatic. It is a fact that in 1916 the Prison Association, after a thorough study of the work of the State Parole Board, found that 90 per cent. of the inmates of State Prisons were released by the Parole

Board at the expiration of their minimum sentence, or within a month of the same. Approximately the same condition seems to exist at present.

One of the chief criticisms of the use of parole in various States is based on the apparent release of large numbers of prisoners at the very expiration of their minimum sentences. The theory of the indeterminate sentence, with minimum and maximum, was not written into the law that prisoners might with great regularity be released at the expiration of the minimum, but that prisoners should not be released prior to the minimum, and that they might be released on parole at such times *between* the expiration of the minimum and the expiration of the maximum sentence as in the final and deliberate judgment of the releasing body was wise. It lay also in the theory of the indeterminate sentence that great care should be exercised in each individual case, in determining all the factors prior to release.

The indeterminate sentence, and the administration of parole, are at the present time undergoing severe criticism by many judges, by police, and by a portion of the public. Two things are mainly responsible for this condition: First, The too automatic release of the prisoners at or near the expiration of their minimum sentence; second, the extremely inadequate supervision by the State of many released inmates during their parole period.

The Prison Association therefore repeats with emphasis its recommendation that the State Parole Board function as a full-time commission; that the members of the State Parole Board, with the exception of the State Superintendent of Prisons, be full-time members; that they be paid a salary commensurate with the requirements of the position; that greater care be exercised in the release of prisoners, based on more complete records and study of their careers within the prison; and that an adequate corps of parole officers, employed by the State, be provided by

law, and that such parole officers shall supervise all prisoners on parole from State prison.

The Prison Association also recommends that the very beneficent work at present *done for the State without cost* by philanthropic organizations such as the Prison Association of New York, the Salvation Army, The Division of Protective Care of the Catholic Charities, The Jewish Protector, and Aid Society, and other bodies, continue to be utilized by the State in assisting the parole supervision. The Prison Association recognizes the far-reaching value of such private co-operation, and regards it as one of the most commendable philanthropic works at present done for the State, in the absence of anything like an adequate corps of parole officers. The extreme and deplorable absurdity of the present system, from the standpoint of the State, is shown in the fact that there are designated for parole supervision *only four officers*, for the entire parole population of the State prisons. It is unquestionably due to such gross inadequacy of provision on the part of the State that much of the recurrence to crime on the part of paroled inmates exists. Were it not for the private philanthropic organizations above mentioned, the State parole work would be in a wholly deplorable condition.

Another great need, and a most "Necessary Next Step," has not been met by the State, namely, an *analysis of the results of the exercise of parole*. Perhaps the most frequent question asked about parole is whether it is successful. The customary answer is, that approximately three out of every four men admitted to parole "make good," by which is meant that they pass through their parole period, generally a year, and are discharged without again being apprehended for crime. At the end of the set period, generally a year, they are discharged from parole.

This is no adequate indication of the ultimate success of the administration of the indeterminate sentence and of parole. This method of computing success or failure ignores the history of persons after such persons have passed beyond the parole period.

What is needed, and what has never yet been produced for public study, is an analysis of, say, five years of the careers of a sufficient number of persons from State prison admitted to parole, to give a fair cross-section picture of the careers of the population of a prison after the parole period. The Prison Association recommends most urgently that the State Superintendent of Prisons institute an analysis of, say, one thousand histories of inmates released from State prisons on parole at least five years before the time that the study is made. In the office of the State Superintendent of Prisons at Albany are identification cards of all inmates, past and present, of the New York State prisons. These cards contain, it is understood, subsequent records of prison sentences in this State, and to some extent in other States. It will be obvious that only by such a study can the public, or the prison officials themselves, know what the results are in the case of paroled men.

The Prison Association stands ready to co-operate in such a study to the extent of its financial ability. It offers to assist in the making of the study and in the dissemination of the facts obtained. So long as such a study is not made, the success or failure of the indeterminate sentence and of parole is largely a matter of opinion. In these days, when an increasing number of accusations are made that the indeterminate sentence and parole are failures, and that a much more repressive system, together with greatly lengthened sentences, should be adopted, it is necessary that a thorough and dispassionate study should be made of the results of the workings of the prison parole system employed in the state prisons with so-called first

offenders. And the suggested study is a fundamental part of such a study.

#### THE PRISON SURVEY

Returning to the further recommendations of the Prison Association in 1918, we find the recommendation that a *commission should be authorized by the Legislature to study the correctional needs of the State and its political divisions, and to present a plan for the centralization of the management of correctional institutions under a State Department of Correction.* This recommendation has, to the great advantage of the State, been followed out.

Early in 1919 Governor Alfred E. Smith appointed a Prison Survey Commission, to serve without pay, and to study the state prisons with a view to making constructive suggestions for the betterment of the administration of state prisons. The Prison Survey Commission was composed, at the time of the making of its 1920 report, of the following members:

ADOLPH LEWISOHN, Chairman.  
 HELEN HARTLEY JENKINS,      EPHRAIM KAUFMANN,  
 HERBERT S. CARPENTER,      ADELBERT MOOT,  
 ALEXANDER M. HADDEN,      JOHN J. MULHOLLAND.  
 JOHN S. KENNEDY,  
 GEORGE W. ALGER, Counsel.

Under their auspices the study was carried out mainly by three persons: Mr. George W. Alger, Counsel for the Commission; Mr. Joseph D. Sears, Director of the Survey; and Dr. Arthur Dean, specialist in vocational education. The Survey itself is a monumental work of 406 pages, and includes the following chapters:

- I. The State — The Prison and The Prisoner.
- II. Plan and Scope of the Survey and Method of Approach.



- III. Prison Industries and Production.
- IV. Attitude of Organized Labor.
- V. The Use of Farm and other State Lands in Connection with State Prisons.
- VI. Maintenance and Upkeep.
- VII. Classification, Supervision, and Individual Treatment of Prisoners.
- VIII. Method of Distribution and Redistribution of Prisoner Population.
- IX. Wage and Other Incentives and Compensation for Industrial Injuries.
- X. Market for Prison-Made Goods.
- XI. Helping the Prisoner to Help Himself.
- XII. Vocational Training.
- XIII. Educational Work in Prison.
- XIV. Religious Instruction and Supervision.
- XV. Pardon and Parole.
- XVI. Administration of the Prison System.
- XVII. Purchase, Control, and Distribution of Supplies.
- XVIII. State Reformatories.
- XIX. Women's Prison.
- XX. Building and Plant Changes.
- XXI. Additional Financial Requirements Recommended to Carry into Effect the Recommendations of the Survey.

Mr. Lewisohn has given authority to the Prison Association to summarize the Recommendations of the Prison Survey Commission, and to print them in readily accessible form, which we gladly do in the following pages.

At the end of 1920, plans were being made by the members of the Commission to secure so far as possible recommended changes in the administration of the prisons, and to present a legislative programme to the Legislature of 1921. The Prison Survey Commission, like the Prison Association in recent years, has recommended the establishment of a State Department of Correction.

## SUMMARY OF RECOMMENDATIONS OF THE PRISON SURVEY COMMISSION, 1920

### RECOMMENDATIONS IN GENERAL

1. The prisoner must be given an opportunity to improve himself through his own effort.
2. He must be surrounded by an environment which will permit such self-improvement.
3. He must be afforded an incentive, day by day, which will graphically demonstrate to him the benefit of living in harmony with society.
4. He should receive medical, surgical, or mental aid sufficient to make him physically fit for competitive life on the outside.
5. Those of marked mental inferiority, and those with mental derangement, must be segregated from the mentally normal or nearly normal members of the prison population.
6. The mentally sick or inferior must receive hospital care, and the mentally normal or nearly normal the opportunity to earn wages and to progress mentally and vocationally.

### Work:

7. Work must be provided for all those able to work.
8. Prison shops must be equipped with up-to-date machinery, conducted under modern shop methods, operated under shop rules similar to those in practice in free shops, provided with adequate supervision and instruction in the manufacturing of a product identical in quality with that made in free shops outside.
9. In all work in and for the prison, opportunity must be given to learn a trade or vocation through which a man while in prison or after release may be a self-supporting individual.

## INCENTIVES:

10. An incentive to learn and to produce must be provided, namely, a wage derived from moneys earned through productive occupations which may be used for the support of dependents, or remain as a fund for the prisoner starting anew on his release from prison.

11. Such wages to be paid eventually from the profits of productive work, and not from appropriations made for the purpose.

12. Each prisoner able to work must defray from the proceeds of his own earnings the expenses incurred by the State in maintaining him.

13. Inmate shop committees should be established, to participate in the management of the industries.

14. Time off of sentence should be recognized within the limits of the law for good conduct, honest effort for improvement, and work well done.

15. This means that a method of pardon and parole must be developed which will release a prisoner during the period between his minimum and maximum sentence, based upon his vocational, educational, and disciplinary progress in prison.

## SECURING OF AVAILABLE MARKET:

16. The huge available market for prison-made goods in the State of New York should be fully developed.

## EDUCATIONAL AND RELIGIOUS OPPORTUNITIES:

17. The prisoner should be afforded opportunities of vocational training if he is capable of learning and if he desires such training.

18. Educational facilities should be provided for those prisoners requiring elementary education and for foreigners unable to read and write English.

19. More advanced instruction should be provided for those who have already had preliminary training and who desire an opportunity for more advanced education.

20. More emphasis should be laid on religious instruction, on consolation, and on social welfare, through the establishment of a religious and social welfare board made up of representatives of the great religious bodies.

## STATE ADMINISTRATION FOR A STATE POLICY:

21. An adequate method of state administration of the prison system should be established, to operate the prisons in such a manner as to provide for the classification of prisoners; the development of profitable industries, and consequent increased market for prison-made goods; the extension of out-of-door employments, including road-work, agriculture and brick-making; the establishment of vocational and educational work, and a more scientific parole system.

22. There should be better and more helpful treatment of women prisoners. They should be transferred to the women's reformatories, where a scientific system may be developed for women along the same line as the committee recommends for the male prisoners.

## SMALL FINANCIAL OUTLAY:

23. The foregoing general changes can be made with a comparatively small outlay of funds, and with an eventual large saving in the expense of maintaining and operating the prison system.

## RECOMMENDATIONS IN DETAIL:

24. In the proposed Receiving Station at Sing Sing prison, equipment for trade-testing and pre-vocational training for classification and assignment purposes, as well as equipment for industrial work, must be provided, to keep employed not only the prisoners who are held at the station for a short examination period but also for those held for longer observation periods.

25. Appropriations should be made for a staff, consisting of a chief of a Bureau of Medicine and Psychiatry who

should also be the director of the Receiving Station, one assistant director (psychiatrist), two psychologists, and one pathologist.

26. Additional funds will be needed to pay annual retainers to three physicians; one specializing in general medicine, one in surgery, and one in eye, ear, nose, and throat.

27. Two field workers, two male nurses, and a clerical force of at least two stenographers and one clerk must be provided.

28. Appropriations will be needed for laboratory and office supplies, incidental expenses for traveling, medicine, books, etc. Also for equipment of the Receiving Station and for the isolation wards at the several prisons, to be mentioned later.

29. There should be a Receiving Station for Women at the New York State Reformatory for Women at Bedford, similar in purpose to the proposed classification prison at Sing Sing, with which it should co-ordinate.

30. A resident staff of three should be provided at Bedford, consisting of one psychiatrist, one psychologist, and one physician. Also three consultants, each receiving an annual retainer. Also two field workers, a laboratory assistant, together with clerical assistance.

31. The laboratory and hospital adjacent to the New York State Reformatory for Women at Bedford should be acquired by the State.

#### DISTRIBUTION OF PRISONS:

32. All male prisoners should be examined at the Sing Sing Receiving Station.

33. Those found to be insane to be sent to the Dannemora State Hospital.

34. Those found mentally defective, to the extent that they require institutional care, to be sent to Great Meadow

prison. This prison to be set aside for mental defective prisoners until a State policy is established for the care of mental defectives with criminal tendencies.

35. The buildings of the Eastern Reformatory at Napanoch, now controlled by the Board of Reformatory Managers, to be restored to the Department of Prisons, and prisoners with constitutional psychopathic tendencies to be sent to this institution.

36. Prisoners found tubercular, and who develop tuberculosis, to be sent to the tuberculosis hospital attached to Clinton prison.

37. The normal or nearly normal prisoners to be assigned to the three great industrial and agricultural prisons, Sing Sing, Wingdale when completed, Auburn, Clinton.

38. Assignment of such prisoners to be made by the Superintendent of Prisons, based on recommendations of the Receiving Station.

39. Office of the Superintendent of Prisons to keep a constant record of the kinds of work available in each prison and the number of men needed to fill these jobs.

40. The prisoner, when arriving at the local prison, to be assigned by a local board, composed of the warden, director of industry, and the director of education, to the proper work.

#### FUTURE CHANGE OF JURISDICTION:

41. Dannemora State Hospital for the Insane to be eventually transferred to the Hospital Commission.

42. Great Meadow prison to be turned over eventually to a commission charged with the care of mental defectives.

#### TYPES OF MEDICAL MEN ON PRISON STAFF:

43. In place of the two general practitioners of medicine now authorized by law at each prison, the committee recommends the continuation of one general practitioner and

the appointment of one psychiatrist, the latter to be placed in charge of the psychiatric ward (not exceeding ten to fifteen beds) to be established at each prison not adjacent to a prison insane hospital.

#### LEGAL PROCEDURE AT PRISONS:

44. There should be a direct commitment for insanity and for mental defectiveness by a court of record as soon as it is discovered within the prison that such a condition exists, instead of waiting until the expiration of the prison sentence.

45. A justice of the supreme court should sit at the Receiving Station at Sing Sing, and at the Receiving Station at Bedford Hills, for the commitment of insane prisoners to hospitals for the insane, and for the commitment of mental defectives requiring institutional treatment to institutions for the defective delinquent.

46. A justice of the supreme court should sit at the insane hospitals and the hospitals for the mental defectives to hear writs of *habeas corpus*.

#### RECORD SYSTEM OF PRISONERS:

47. A careful record system should be developed, including the prisoner's mental, physical, educational, and vocational history while in the institution, and as much as can be obtained of his history before commitment; one copy to be filed in the office of the Superintendent of Prisons, and one to be kept at the prison in which he is an inmate.

#### MARKETS; INDUSTRIES; PRODUCTION:

48. From the capital fund, provision to be made for salary for chief of the Bureau of Industry, of not less than \$7,500 (\$15,000?).

49. Sales agent to be appointed in the Bureau of Finance, Supplies and Audit, with salary not less than \$7,500 (\$10,000).

50. An incentive for the men to work and develop habits of application to work and learn a trade, to be instituted as follows:

51. A wage to be paid to the prisoners according to their individual efforts, but limited by the productive efficiency of the shop.

52. Continuous and faithful work in a shop on the part of an inmate, assigned after his psychiatric, physical, and trade tests, should be necessary in order that he gain any reduction from his maximum sentence.

53. Appropriate salaries for an adequate managerial staff in each shop to be provided as recommended, such salaries to be paid from the income from sales in the prison shops.

54. Modern and adequate equipment to be purchased and installed.

55. Strict business rules relating to shop conditions and hours of work to be observed in the prisons.

56. School, baths, shaves, etc., to be attended to by the men in the industrial shops during other than the working hours of the day.

57. Shops to be illuminated properly, and adequate safety devices to be installed.

58. Vocational courses, supplemental to the shop work, to be instituted, as indicated in the full report of the committee.

59. A competent selling department to be organized for the Prison Department, under the bureau of purchase and finance, to secure the utilization of the largest possible market for the prison-made goods.

60. The production of the prison shops to be standardized and the variety of output decreased.

61. The bureau of purchase and finance to be consulted before any releases are issued to the purchasing institutions authorizing them to buy in the open market goods

listed as available from the present shops, and that a penalty be fixed by law to be attached to noncompliance on the part of the purchasing institutions with that part of the Prison Law requiring them to purchase prison-made goods.

#### WAGES:

62. Prices paid to free workers on piece-work to be taken as the standard to be paid piece-workers in prison. Each prison worker to receive the normal pay per piece for work done.

63. Day workers, working on a flat sum per day, to receive a portion of the wages to free workers on similar occupations, the amount of such pay to depend on the ratio of productivity of the prison shop as compared with the production of an average free shop on the outside.

64. The gross wage to be determined by a wage adjustment board, composed in each industry of a representative manufacturer, a representative artisan, and a representative of the bureau of finance, supplies, and audit of the Prison Department.

#### DEDUCTIONS:

65. From the prisoner's wage to be deducted the several costs to the State for guarding, food, administration, etc. (amounting at present writing [1920] to a per capita of 89 cents per day). In addition, each prisoner to pay toward the service performed by prisoners on maintenance (at present writing [1920] about 31 cents per day).

#### WEEKLY WAGES:

66. This wage system to be placed in operation and continued for a period of three months before wages are paid. At the end of this period the prisoner to receive the wages based upon the value of the output during this time.

67. Adjustment of wages to be made every six months thereafter, or oftener if recommended by the wage board.

#### EXPENDITURE OF WAGE:

68. On the establishment of the wage system, all moneys from outside the prison to be excluded from those able to work. If the prisoner has dependents on the outside, a certain proportion of his earnings to be sent to those dependents. If he has no dependents, the money should be placed to his credit for withdrawal on his release.

#### GUARANTEE TO PRISONERS UNAVOIDABLY IDLE:

69. If the prisoner is idle through no fault of his own, he is to be credited with \$1.40 per working day, or such sum as may be fixed or charged against the working inmate, to meet maintenance and other charges incurred in his behalf.

70. A certificate to be issued in the case of a prisoner unavoidably idle, with the reasons for such idleness, signed by the foreman in charge of the work to which he is assigned, countersigned by the local director of industries, agriculture, and public work, and forwarded, with the approval or disapproval of the warden, to the office of the Superintendent of Prisons for check and for entry as a charge against the profits of the prison industries.

#### THE LEAGUE IN THE SHOP:

71. Shop committees, to be composed of prisoners, to be established, to work in conjunction with the prison officials; to co-operate with the officials in increasing the efficiency of the shops, the bettering of working conditions, and in the adjustment of wage differences.

#### COMPENSATION FOR INDUSTRIAL INJURIES:

72. The provisions of the Workmen's Compensation Law, for injuries, to be extended to the prisoner.

73. The State Industrial Commission to draw up a schedule, based on wages paid to prisoners (on the adoption of the plan); and from the profits of the industries there is to be paid to the State Insurance Fund a sum to insure the inmate on the same basis as an employee on free labor conditions.

74. Pending the adoption of the wage scale, provision to be made for the filing of claims with the Court of Claims, prior to the time when the prisoner is released, for any industrial injury that the prisoner may so sustain during his incarceration.

#### DEPUTY WARDEN IN CHARGE:

75. The deputy warden of the prison to be held responsible for the maintenance, repairs, and the farm of the prison.

76. Civilians to be employed to have general charge of the various skilled maintenance, upkeep, and farming occupations. No inmate to be assigned to act as head of any department.

#### SMALLER PROPORTION OF MEN ASSIGNED TO MAINTENANCE:

77. The present abnormally large number of prisoners assigned to maintenance (in one of the prisons 50 per cent) to be reduced. All new construction work and repair work in existing prisons to be done so far as possible with prison labor, under the supervision of the maintenance foreman.

#### AGRICULTURE IN EVERY PRISON:

78. Auburn, Clinton, and Wingdale to be agricultural and industrial prisons. Each of the prisons to have a farm manager, under the direction of the deputy warden.

#### ROAD MAKING:

79. The Prison Department to receive financial credit for the work done by prisoners on the road; the prisoners to be paid wages from a road fund.

#### VOCATIONAL EDUCATION:

80. Every opportunity to be afforded the prisoner outside of his working hours for improving himself in the technical and related aspects of the trade at which he is working in the prison shops, or in the maintenance work. Furthermore, the prisoner to be given opportunity outside of his working hours to learn a trade which is not incorporated in the scheme of the prison industries or which is not one of the trades under maintenance occupations.

81. Prisoners assigned to the shop industries should gain vocational experience and training through their productive work.

#### EDUCATIONAL WORK:

82. There should be organized in the State Department of Prisons, a Bureau of Education, with a chief at its head who will have charge of laying out the educational policy of the various prisons and the development of libraries, recreation, and physical training. The position of chief of this service to correspond to that of a chief of division in the State Education Department.

83. Each of the prisons should have a director of a Division of Education, with two civilian assistants. Duties:—Teaching of English to foreigners; civics and citizenship; commercial work. Inmate assistants to be used. Related technical studies and evening technical work to be under this division.

84. The director of the division to develop in conjunction with the chaplains a programme of recreational and social welfare which will maintain or raise the morale of the prisoners.

#### RELIGIOUS AND SOCIAL WELFARE:

85. The religious aspects of prison life to be in charge of a Board of Religion and Social Welfare, made up of three chaplains, each representing one of the three

religious faiths which dominate in the religious professions of the inmates.

86. The State should furnish the equipment necessary for proper religious instruction and consolation. At least one chapel should be built in each prison, and the religious exercises and devotions be removed from halls or assembly places where movies and boxing matches are now given.

87. There should be a State Board of Chaplains, appointed by the Governor or the Superintendent of Prisons, to consist of representatives of the Roman Catholic, Protestant, and Jewish faiths. This board to visit each prison of the State at least every six months for the purpose of inspection of religious work and the giving of counsel and advice to the chaplains.

#### PARDON AND PAROLE:

88. Applications for pardon to be made through the same board that handles parole cases.

89. The pardon and parole of prisoners should be conducted by a board of three members, serving full time, and receiving annual salaries of not less than \$5,000 each.

90. The Superintendent of Prisons should be relieved of the duty of membership on the Parole Board.

91. There should be a secretary of the Parole Board, at a salary of approximately \$4,000 a year.

92. One or more hearing stenographers should be authorized for the board.

93. There should be three or more additional parole officers to oversee the employment of men paroled or about to be paroled.

94. The remaining parole officers should keep thoroughly in touch with those societies and agencies that have undertaken to secure employment or look after paroled prisoners, so as to be able to advise the Parole Board as to the extent to which these self-imposed duties are performed.

95. The assistance of probation officers should be secured when possible for the oversight of prisoners placed on parole.

96. The Board of Pardon and Parole should base its discussions for granting or refusing parole upon definite and supporting data.

97. Responsibility for bringing together necessary data relative to prisoners considered for parole should rest with the Parole Board.

98. A credit and marking system should be developed for the prisons.

#### PARDONS:

99. The application for pardons shall be through the Board of Pardon and Parole, the board acting upon such application and reporting to the Governor with the recommendation of the board.

100. The board should have the power of issuing subpoenas, and having if necessary public hearings.

#### ADMINISTRATION OF PRISON SYSTEM:

101. The State reformatories for males and females should be incorporated in a proposed State Department of Correction.

102. A State Department of Correction is recommended, planned on a functional basis, with five separate administrative Bureaus in the head offices of the Department, with corresponding divisions in each of the penal institutions. Each bureau to have charge of a definite function.

103. The State Prison Commission to continue its present duties of inspection and report, but its present responsibility for the development of systems for the employment of prisoners to be transferred to the Superintendent of Prisons.

104. The power now held by the Prison Commission, requiring officials of the State and the political divisions

thereof to furnish annual estimates of the kind and quantity of articles required by them that may be produced in prison industries, to be transferred to the proposed new Board of Standardization to replace the present Board of Classification.

105. A Board of Pardon and Parole is recommended, with powers already proposed under sections relating to pardons and parole.

106. The name of the Board of Classification to be changed to the Board of Standardization, to consist of four members, who shall be a representative of the State Comptroller's office, a representative of the Prison Department, a representative of the State Board of Charities, and a representative of the State Hospital Commission.

107. The functions of this board to be (a) to secure uniform styles, patterns, designs, and qualities of all articles required from year to year by the public institutions of the State or the political divisions thereof; (b) prepare exact specifications under these standards, the use of which shall be made obligatory by the annual state budget upon all departments, commissions, bureaus, and boards of the state government; (c) determine the kind and quality of products that shall be turned out by the prison industries of the State; (d) develop conditions and rules under which releases shall be granted as provided by the law compelling the public institutions of the State or the political divisions thereof to purchase the products of prison industries.

108. The Deputy Superintendent of Prisons to act not only as assistant to the Superintendent and carry on the functions of the latter during his absence or his disability, but also to be in charge of the executive office and in direct control of the Bureau of Records and Personnel.

109. The Bureau of Records and Personnel to be located in the office of the Superintendent of Prisons. To be

responsible for (a) the proper keeping of all Bertillon records of the Department; (b) the keeping of all central records from the receiving station regarding the classification of prisoners, and all central records covering recommendation of the Bureau of Pardon and Parole; (c) the keeping of records respecting the physical transfer of prisoners from one institution to another, and the central records of the assignment to work of prison population made upon the recommendation of the Bureau of Medicine and Psychiatry; (d) the keeping of records regarding employment of guards and other civilian employees; (e) the preparation of rules and regulations for the guidance of prison officers and prisoners, and with the advice of the Bureau of Medicine and Psychiatry, to prepare a code and regulations for the administration of discipline.

110. The Bureau of Finance, Supplies, and Audit to be located in the office of the Superintendent of Prisons at Albany, to be administered under the direction of a chief who shall be responsible for the proper conduct of the activities of purchase, storekeeping, sales, and auditing, and to have general control over the purchasing agent, the department storekeeper, the sales agent, and the auditor. The bureau to be charged with (a) purchase of all supplies, equipment, and materials required for the maintenance of its offices and all institutions under its control, and for the conduct of all industries in connection with these institutions, as well as the keeping of current purchase records; (b) receipt, inspection, storage and distribution of all supplies, equipment, and materials purchased for the Department to be used or consumed in any of its offices in the maintenance and upkeep of all institutions under its control, and also for use in the industries conducted in connection with these institutions, as well as the keeping of current records of distribution in both the



head office and the institutions; (c) the sales of the products of all prison industries and the keeping of current sales records; (d) the audit of all bills, the receipt of all moneys from the sales of products of prison industries or other sources, the maintenance at the head office, and where necessary in the different institutions, of all financial accounts and records, including complete cost accounts for all activities of the Department.

111. The Bureau of Industry to be located in the offices of the Department at Albany, to be administered under the direction of a chief, recommended to be appointed, who shall be responsible to the Superintendent for the proper conduct of all productive industries in or that may be established in or in connection with any of the penal institutions. The bureau to be charged with (a) the conduct of all industrial workshops in the institutions; (b) the conduct of all agricultural activities on farms connected with the institutions; (c) the supervision of all road work, reforestation, or other public works done by the inmates of any of the institutions; (e) the responsibility for preparing work plans, estimates of production, the forces necessary in the various industries to make such plans successfully operative; (d) the responsibility for determining, in collaboration with the sales agent, how production can be planned so that all orders may be filled without delay; (e) responsibility for the quality of all articles produced by any industry; (f) responsibility, in co-operation with the Bureau of Education, for the practical instruction of prisoners in industrial, agricultural, and other kinds of work.

112. The Bureau of Medicine and Psychiatry to be located at the Receiving Station in Sing Sing prison, to be administered under the direction of a chief who shall be responsible to the superintendent that all incoming prisoners are classified as to their mental and physical condi-

tions before being transferred to any institution. The bureau to be charged with (a) the operation of a receiving station for incoming prisoners; (b) the classification of all prisoners into those who are insane and should be committed to the State Hospital for the Insane, those who mentally and physically require institutional care, and those who are mentally and physically able to work; (c) responsibility for recommending the type of work (skilled craft, skilled machine work, automatic work, unskilled machine work, manual labor, etc.) which all ablebodied and mentally capable prisoners are able and best fitted to perform; (d) responsibility for recommending the reassignment of prisoners to work better adapted to their mental and vocational capacity through the Divisions of Medicine and Psychiatry in each institution, upon request of the chief of the Bureau of Industry through the Divisions of Industry in the various institutions; (e) responsibility for seeing that proper sanitary and other conditions affecting the health of the prisoner population exist in all institutions; (f) responsibility for the care of prisoners requiring hospital attention and care in all institutions; (g) responsibility for the condition of all prison hospitals.

113. The Bureau of Education to be located at the Receiving Station in Sing Sing prison, and to be administered under the direction of a chief who shall be responsible to the Superintendent for teaching illiterate prisoners the rudiments of education, and instructing literate prisoners in the kind of vocational training that will afford them the best opportunity of making good after they leave the prison. The bureau shall be charged with (a) responsibility for the control and supervision of all educational training and methods in every prison institution; (b) responsibility for the care and supervision of all libraries and all physical training; (c) co-operative responsibility

with the Superintendent of Industries for suitable expressions of vocational training in shops through productive work.

#### WAGE ADJUSTMENT BOARDS:

114. The purpose is to recommend the rate of wages to be paid prisoner workmen employed in the various industries, taking into consideration the quantity and quality of production and the rate of wages paid for similar work in industries outside the prison in adjacent localities. One of these wage boards to function for each kind of industry conducted in prison institutions, composed of a labor union representative, and a manufacturer in the line of industry concerned, both of whom shall act voluntarily, and a representative of the Department of Finance, Supplies, and Audit of the Prison Department.

115. The State Industrial Commission to have power to inspect all prison workshops, reporting their findings to the Superintendent of Prisons. The Superintendent of Prisons to be required to make the change and improvements found necessary by the State Industrial Commission for the safety and health of the prisoner, for the placing of machinery in condition, and the installation of safety devices, to be paid from the profits of the prison industries.

#### THE INSTITUTIONS ADMINISTERED BY THE DEPARTMENT OF PRISONS AND THE DIVISIONS THAT CONSTITUTE THE FUNCTIONAL ORGANIZATION OF THE INSTITUTIONS.

116. Corresponding divisions in each prison under the five similar separate bureaus in the head office of the Department.

117. The warden in each prison to be the representative of the Superintendent of Prisons, and to be responsible for the management and control of the institution.

118. The directors of all divisions of the prison to discharge the functions assigned to them by the chief of the corresponding bureaus in the home office, subject to the general approval of the warden as to policy, in the same manner as the chiefs of bureaus in the home office discharge their functions subject to similar approval of the Superintendent of Prisons.

119. The deputy warden to act as director of the Division of Maintenance in addition to his other duties. To exercise control over the institutional storekeeper, and to be responsible for the proper requisitioning of all supplies, materials, and equipment required for the institution and for the industries conducted in connection therewith. To be responsible also for the administration of the commissary, kitchens, and dining-rooms, for the upkeep and care of buildings, prison plant, and grounds.

120. Division of Records and Personnel to be responsible for the taking of all Bertillon measurements, and to obtain records regarding prisoners, including the official history of the prisoner obtained by the captain of the prison guard. This division also to keep records of the civilian personnel employed in the prisons.

121. The Division of Maintenance to report through the warden and Superintendent of Prisons to the chief of Bureau of Finance, Supplies, and Audit in the home office. The director of the division shall be the deputy warden. The division to be charged with the (a) requisition, receipt, storage, and distribution of all supplies, materials, and equipment required in the institutions and the productive industries in connection therewith, and the maintenance of the records required therefor; (b) administration of the commissary, including kitchens, dining-rooms, bakery, etc.; (c) administration of the general housekeeping, laundry, and cleaning; (d) repairs and general upkeep of the prison buildings and grounds, including the

power house and buildings, or parts of buildings used as workshops.

122. The Division of Industry to administer all productive industries operated in or in connection with the institutions, under instructions from the chief of the Bureau of Industries in the home office received through the Superintendent and the warden and agent. In practically every institution these industries would include workshops, farms, and employment of prisoners upon public works. The division to be charged with (a) the conduct of all industrial work in shops of the institution, and the maintenance of records of the production and cost thereof; (b) the conduct of all agricultural activities and farms connected with the institution, and maintenance of the records of production and the cost thereof; (c) the supervision of all work done by the prisoner population on roads and other public works, and maintenance of records produced by each industry; (d) responsibility for the quantity and quality of all articles produced by each industry; (e) responsibility, in co-operation with the Division of Education, for the practical instruction of prisoners in industrial, agricultural, and other kinds of work carried on in the institution.

123. Division of Medicine and Sanitation, to observe the fitness of prisoners for the work assigned to them in the institution, and to recommend reclassification when necessary. To act under instructions from the chief of the Bureau of Medicine and Psychiatry at the Receiving Station at Sing Sing prison, transmitted through the Superintendent and the warden and agent of the institution. In addition, the division to be charged with the following functions: (a) the conduct of the prison hospital and the care and treatment of the sick; (b) responsibility for the sanitary condition of the prison and the workshops conducted therein (the wage boards and the State Industrial

Commission will advise the division on shop sanitation); (c) examination and treatment of prisoners suffering from mental diseases or disturbances.

124. The Division of Education to administer the system of education in prisons. It will act under instructions from the Bureau of Education at Sing Sing prison. It will be responsible for the physical training of all prisoners, and will work in the closest co-operation with the Division of Industry in such vocational training as is given directly through production. The division will have charge of all classroom vocational work and all vocational training which is outside of production.

125. Maintenance of discipline. Because the deputy warden must act as chief of the Division of Maintenance, that assignment will make it impossible for him to continue to perform the present duties of principal keeper; therefore, the force of guards and keepers should be organized on the lines of a military company, and the present title of principal keeper should be changed to captain of the guard, the second in command to have the title of lieutenant, and so on down the line of authority. The duty of the captain of the guard to be to submit each day to the warden a schedule of guard assignments, with the names of the officers in charge, the men composing the detail, and the nature of the assignment.

126. The chaplains to be relieved of the duty of making the official history of the prisoners and this work to be transferred to the captain of the guard and the data to be filed in the Division of Records and Personnel.

127. The chaplains in each prison to be organized into a Board of Chaplains, not only to administer to those of their own faith, but in addition to develop a system for supervising the general religious and social welfare activities in the prison.

SYSTEM FOR THE PURCHASE, CONTROL, AND DISTRIBUTION OF SUPPLIES, MATERIALS, AND EQUIPMENT FOR THE MAINTENANCE OF STATE PRISON INSTITUTIONS, AND FOR THE CONDUCT OF THE PRODUCTIVE INDUSTRIES CONNECTED THEREWITH.

128. A stores system to be established, based upon the perpetual inventory method of anticipating requirements and controlling receipts, issues, and stock in hand before June 30, 1920, in each institutional storehouse, to take care of all requirements.

129. A departmental storekeeper, to be appointed in the office of the Superintendent of Prisons, who shall have control of the stores system, and who shall prepare monthly combined requisitions for purchase of the requirements of the prison institutions.

130. All orders for the purchase of supplies, materials, and equipment required for the maintenance of the institutions and the conduct of prison industries to be placed by a departmental purchasing agent located in the office of the Superintendent of Prisons.

131. The system in use in the United States Army to be adopted, regarding a per capita sum, or ration, allowance for the feeding of prisoners. The Superintendent of Prisons, on the advice of the chief of the Bureau of Finance, Supplies, and Audit, will announce each month the amount of money which will be allowed per capita for feeding prisoners in prison. He will also announce the amount to be expended in feeding prisoners on work away from the prison, where the Prison Department is doing the feeding. Any amount which the steward in the individual prison may save on this allowance to be expended by him on extra articles, to be served with the prison mess.

132. A Cooks' and Bakers' School to be established at Sing Sing prison, and graduates of this school to be assigned to the different prisons.

133. A cafeteria form of serving to be adopted, the prisoners to be served while going by a counter, taking their own food to their places or tables to be installed, and the food to be served in platters and covered dishes.

WOMEN'S PRISON:

134. The Women's Prison at Auburn to be abandoned, and legislation to be secured authorizing the commitment of all women felons to the two reformatory institutions at Albion and Bedford.

135. In this connection, the necessary redistricting of the territory from which commitments are made to Albion and Bedford, assigning to the latter the first and second districts, together with the county of Westchester; the balance of the State to be assigned to Albion.

136. All women convicted in the State, who under the present law are sent to Auburn, and all those sent to either Bedford or Albion, to the first sent to the Bedford Receiving Station for mental and physical classification.

137. The State to acquire the property adjoining the Bedford Reformatory known as the Laboratory of Social Hygiene, as an additional part of the Bedford institution, for the establishment of a receiving station for women, which will examine and classify such women in the same manner as is proposed for the men.

138. There should be set aside that part of the property known as the Lyon farm, with its four cottages, for the beginning of the organization of a colony for feeble-minded women committed to the reformatories.

139. The present state property at Valatie, formerly used for the treatment of inebriate women, should be incorporated into the plan of a colony for feeble-minded women, as a branch of the main colony at Bedford.

140. The jurisdiction of the Board of Managers of the State Reformatory for Women to be extended to the pro-

posed colony of mentally defective delinquent women at Bedford and the branch colony at Valatie.

141. The vocational work in prisons for women to be redirected into channels which will function with the vocational careers of discharged inmates.

142. A beginning should be made as soon as possible in the manufacturing trades, and this manufacturing unit should be joined to the general system.

143. Each of the women's reformatories should have a well paid teacher for ordinary English branches, an assistant for teaching adult illiterates, and one for commercial branches.

143. There should be opportunity for night school for the younger women with leanings toward literature, history, science, etc., and evenings, under the cottage plan of living, may profitably be spent in reading and studying.

144. Gymnasium and outdoor exercises should be given women inmates from the recreative and physical training angle. There should be productive physical exercise through work with the soil and with animals.

#### BUILDING AND PLANT CHANGES:

145. At the Wingdale prison, when completed, emphasis should be laid on agriculture, brick making, stone crushing, and marble quarrying.

146. An enclosure should be built around the prison buildings at Great Meadow, to retain in safety the mental defectives to be segregated at this prison.

147. The State should continue the policy of building economic cottage units for the officers of Great Meadow prison, for the reason that it is practically impossible for employees to obtain suitable living quarters in the small village of Comstock.

148. At Auburn prison the partitions between cells should be knocked out, and two cells should be made into

one. Sanitary plumbing should be installed and the inadequate bucket system discontinued. Additional showers should be established.

149. At Auburn prison there should be developed a farm branch of the prison outside the city limits. The present policy of leasing buildings and land for farm purposes should be discontinued, as the State is not likely to, nor should it, improve property that does not belong to it.

150. At Auburn there should be a central power plant. Business offices should be consolidated, and the space occupied by the warden and his family should be used for administrative purposes. A warden's house should be built on the site of the stable now in the front yard. There should be provided both gymnasium equipment and recreation facilities.

151. At Clinton prison the present brick cells should be replaced by cells of reinforced concrete, with proper plumbing arrangements. A new sewerage disposal plant should be constructed to provide for the waste from Clinton Prison and Dannemora State Hospital. There should be a more adequate water supply. There should be a central power plant which will heat through exhaust steam the two institutions mentioned. Farm land should be purchased for the raising of potatoes and table vegetables.

152. A wing should be completed in the near future, to give the Dannemora State Hospital sufficient space to care for all tubercular patients in the prison population. Additional provisions should be made to eliminate present conditions of over-crowding at the State hospital.

153. At Bedford Reformatory a detailed study should be made of means for reducing overhead expenses, by adjoining some of the cottages as well as reorganizing some administrative features.

154. At Elmira Reformatory the cell blocks should be renovated and rendered up-to-date. There should be a new

refrigerator plant. Sufficient appropriations should be made by the State to keep up the system of trade schools and to replace obsolete and worn out machinery and equipment.

#### ADDITIONAL REQUIREMENTS:

155. The putting into operation of the plan outlined in this report will involve the immediate additional outlay from the annual budget of \$89,530; a special budgetary appropriation of \$3,500; annually from the capital fund \$37,344 for wages; for new equipment \$245,919, either from the capital fund or by special appropriation to be paid from the capital fund.

156. Moneys in the capital fund, and moneys hereafter earned by the prison industries, and moneys appropriated for the immediate establishment of new prison industries, should be retained in the capital fund, to be used for new industries, the extension and improvement of industries, and for the payment of a wage to the prisoners. Under no circumstances should the moneys paid into the capital fund from moneys received from industries be returned to the State Treasurer, except in the case of the money advanced by the Legislature for the immediate establishment of new industries.

157. The following repairs to prison buildings should be made:

Great Meadow Prison: building riot-proof fence or some kind of enclosure; general repairs.

Auburn Prison: Throwing two cells into one; installing plumbing in cells; erection of a central power house; rearrangement of kitchens and dining-rooms; general renovations.

Clinton Prison: Enlarging cells; installing plumbing in cells; finishing prison wall; installation of adequate water supply; building of coal pockets; erection of power plant.

158. Appropriations recommended from the annual State Budget:

|  |          |
|--|----------|
| Salaries and expenses of the Receiving Station at Sing Sing prison.....                        | \$31,800 |
| Salaries of teaching staff of the Bureau of Education in excess of those now provided for..... | 23,700   |
| Increase in salaries of members of the Board of Pardon and Parole.....                         | 19,280   |
| Increase in salaries of religious instructors...   | 6,550    |
| Supplies and expenses of the Receiving Station at Sing Sing prison.....                        | 8,200    |
|  | <hr/>    |
|  | \$89,530 |

Permanent equipment for Training School (appropriated once), \$3,500.

Appropriations recommended from the Prison Capital Fund:

|   |          |
|---|----------|
| Increase in salaries of prison shop foremen.....  | \$37,344 |
| Purchase of new, and repairs to existing, machinery and equipment in prison work-shops..... | 245,919  |
|   | <hr/>    |
|   | 283,263  |

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\$372,793

159. Personnel recommended for the Bureau of Medicine and Psychiatry at Sing Sing prison:

|  |         |
|--|---------|
| Chief of the bureau and director of the Receiving Station..... | \$7,500 |
| One assistant (a psychiatrist).....                            | 4,000   |
| Two psychologists at \$2,500 each.....                         | 5,000   |
| One pathologist.....   | 1,500   |

Specialists, to be called when necessary, with an annual retainer of—

|   |         |
|---|---------|
| One assistant in general medicine       | \$1,200 |
| One assistant in surgery                | 1,200   |
| One assistant in eye, ear, nose, throat | 1,200   |

|  |                 |
|--|-----------------|
|  | \$3,600         |
| Two field workers at \$2,000 each                  | 4,000           |
| Two male nurses, with maintenance, at \$1,200 each | 2,400           |
| Clerical personnel:                                |                 |
| Two stenographers at \$1,300 each                  | 2,600           |
| One clerk  | 1,200           |
| Laboratory supplies                                | 1,200           |
| Office supplies and printing                       | 2,000           |
| Traveling expenses                                 | 3,000           |
| Miscellaneous: medicine, books, etc.               | 2,000           |
|  | <u>\$40,000</u> |

160. Personnel recommended for Bureau of Education:

|  |                 |
|--|-----------------|
| Director of Bureau   | \$5,000         |
| Three head teachers: 1 at Auburn, 1 at Sing Sing, 1 at Clinton, who are qualified to instruct in vocational training, at \$2,750 each      | 8,250           |
| Three assistant teachers: 1 at Auburn, 1 at Sing Sing, 1 at Clinton, who are qualified to instruct in commercial subjects, at \$2,100 each | 6,300           |
| Three assistant teachers: 1 at Auburn, 1 at Sing Sing, 1 at Clinton, who are qualified to teach English to foreigners, at \$1,800 each     | 5,400           |
| One head teacher, qualified to instruct defectives at Great Meadow prison  | 2,750           |
| Special night instruction by three foremen, at Sing Sing, Auburn, Clinton, at \$1,000 each   | 3,000           |
|  | <u>\$30,700</u> |

In addition, nearly \$3,000 will be needed for equipping, testing, and preliminary training station at the Receiving Station.

Provision should also be made for the payment of inmate teachers.

161. Appropriations recommended for Board of Pardon and Parole:

|   |                 |
|---|-----------------|
| Three members of the Parole Board at \$5,000 each | \$15,000        |
| One secretary to the Parole Board                 | 4,000           |
| One hearing stenographer                          | 1,800           |
| Five parole officers at \$2,000 each              | 10,000          |
|   | <u>\$30,800</u> |

162. Added compensation for religious instruction and supervision:

Chaplain in each prison to receive \$3,000 a year.

|  |         |
|--|---------|
| The first visiting chaplain \$1,500, and the second visiting chaplain, \$1,000. Total additional appropriation necessary | \$8,000 |
|--|---------|

163. Following sums recommended for repairing existing machinery and in adding extra machinery:

Equipment for Sing Sing:

|               |                 |
|---------------|-----------------|
| Knitting shop | \$5,500         |
| Shoe shop     | None            |
| Brush shop    | 1,600           |
| Printing shop | 20,000          |
|               | <u>\$27,100</u> |

Equipment for Auburn Prison:

|                   |               |
|-------------------|---------------|
| Foundry shop      | \$21,000      |
| Wood-working shop | 10,000        |
| Bed machine shop  | 25,000        |
| Woolen mill       | 34,500        |
|                   | <u>90,500</u> |

## Equipment for Clinton Prison:

|                        |         |          |
|------------------------|---------|----------|
| Clothing shop .....    | \$4,871 |          |
| Cotton mill .....      | 3,948   |          |
| Sheet metal shop ..... | 30,000  |          |
|                        |         | \$38,819 |

## New Industries:

|                         |          |        |
|-------------------------|----------|--------|
| Canvas making shop..... | \$84,000 |        |
| Soap making .....       | 5,000    |        |
| Willow furniture .....  | 500      |        |
|                         |          | 89,500 |

\$245,919

## 164. Adequate salaries for foremen:

## Sing Sing Prison:

## Printing Shop:

Present

Proposed

Present foreman is an inmate who receives no extra compensation.

1 foreman ..... \$3,000

## Knitting Shop:

|                           |         |   |         |
|---------------------------|---------|---|---------|
| 1 foreman .....           | \$2,400 | 1 superintendent ..                             | \$3,000 |
| 1 assistant foreman ..... | 1,600   | 2 assistant superintendents at \$2,600 each ... | 5,200   |
|                           | \$4,000 |   | \$8,200 |

## Shoe Shop:

|                    |         |                                   |         |
|--------------------|---------|-----------------------------------|---------|
| 1 foreman .....    | \$1,800 | 1 foreman .....                   | \$3,000 |
| 1 sub-foreman .... | 1,600   | 2 sub-foremen at \$2,200 each ... | 4,400   |
|                    | \$3,400 |                                   | \$7,400 |

Present

Proposed

## Brush Shop:

1 foreman ..... \$1,900 1 foreman ..... \$2,500

## Clinton Prison:

## Clothing Shop:

1 foreman ..... \$1,600 1 superintendent .. \$3,000  
1 sub-foreman .... 2,600

## Sheet Metal Shop:

1 foreman ..... \$1,600 1 foreman ..... \$3,000

## Cotton Mill:

1 foreman ..... \$1,740 1 superintendent .. \$4,000  
1 assistant foreman ..... 1,600 2 foremen at \$35 a week ..... 3,640  
1 assistant foreman ..... 1,200 1 foreman at \$42 a week ..... 2,184  
1 guard dyer ..... 1,700\$6,240\$9,824

## Auburn Prison:

## Foundry Shop:

Under direction of foreman of wood-working shop. 1 superintendent .. \$3,500  
2 assistant superintendents at \$50 a week.... 5,200

## Wood-working Shop:

1 foreman ..... \$2,000 1 superintendent .. \$4,000  
1 sub-foreman .... 1,600 3 foremen at \$2,600 each ..... 7,800  
4 sub-foremen at \$1,300 each ... 5,200\$8,800\$11,800



|  | <i>Present</i> |  | <i>Proposed</i> |
|--|----------------|--|-----------------|
| <i>Bed Shop:</i>                           |                |  |                 |
| 1 foreman . . . . .                        | \$1,300        | 1 foreman . . . . .                                  | \$3,000         |
| <i>Woolen Mill:</i>                        |                |  |                 |
| 1 foreman . . . . .                        | \$2,000        | 1 superintendent . . .                               | \$3,000         |
| 5 sub-foremen at<br>\$1,300 each . . . . . | 6,500          | 3 assistant fore-<br>men at \$40 a<br>week . . . . . | 6,240           |
|  |                | 1 assistant fore-<br>man at \$35 a<br>week . . . . . | 1,820           |
|  | <hr/> \$8,500  |  | <hr/> \$11,060  |
| Great Meadow Prison:                       |                |  |                 |
| <i>Mat Shop:</i>                           |                |  |                 |
| 1 foreman . . . . .                        | \$1,400        | 1 superintendent . . .                               | \$2,000         |
|  | <hr/> \$38,740 |  | <hr/> \$76,084  |
|  | <hr/> <hr/>    |  | <hr/> <hr/>     |

#### A STATE DEPARTMENT OF CORRECTION

The Prison Association repeats its recommendations of 1918, that *there must be brought about a redistribution of the correctional institutions in this State according to functions.* At present the State prisons receive felons from the ages of sixteen upward. The State reformatories for males receive felons between the ages of sixteen and thirty. The State reformatories for women (Albion and Bedford) receive women felons and misdemeanants between the ages of fifteen and thirty. Two State reform schools (Industry and Hudson) receive children under the age of sixteen. The House of Refuge in New York City, supported by state funds, but with self-perpetuating private management,

receives boys up to the age of eighteen. Private institutions receive female misdemeanants (House of the Good Shepherd, Inwood House, etc.) and children (Catholic Protectory, Jewish Protectory, Juvenile Asylum, etc.).

Each county has its county jail, for the detention of prisoners awaiting trial and for the imprisonment of misdemeanants. Five counties have penitentiaries, receiving misdemeanants and felons with sentences of a year or less. The City of New York has its own group of correctional institutions, receiving misdemeanants (workhouse, penitentiary, reformatory).

The above institutions are not under one central jurisdiction, but have evolved at different times and are under varied and uncoordinated jurisdictions. The State prisons (Auburn, Sing Sing, Clinton, Great Meadow, Women's Prison), the two hospitals for the criminal insane (Matteawan, Dannemora), are under the direction of the State Superintendent of Prisons, appointed by the Governor.

The State reformatories for males and for females, and the two State reform schools, are under separate boards of managers, appointed by the Governor. The private institutions are under boards of managers, privately appointed. The county institutions are under the sheriffs of the respective counties. The institutions of the Department of Correction of New York City are under the Commissioner of Correction, appointed by the Mayor.

Hence there are five different bodies exercising jurisdiction over correctional institutions: Superintendent of prisons, boards of managers of State institutions, boards of managers of private institutions, sheriffs, and the commissioner of correction in New York City. The impossibility of a systematic, coordinated programme of administration is obvious.

The State has sought to achieve some degree of unity of purpose by providing supervisory bodies to inspect, investi-

gate, and recommend methods and betterments. The State Board of Charities thus supervises the conduct of the State reformatories for women and the children's reformatories. The State Commission of Prisons supervises similarly all correctional institutions in which sane adult males are confined (State prisons, reformatories, jails, penitentiaries, institutions of the Department of Correction). The Prison Association of the State, a private organization with public power of inspection, inspects all prisons of the State. The State Charities Aid Association inspects similarly the institutions supervised by the State Board of charities.

This has resulted in the development of complex problems within the several institutions. The populations have been found increasingly to be heterogeneous. The recent emphasis upon the presence of feeble-minded inmates who have proved a detriment to the conduct of the institution, has called spectacular attention to the necessity of further specialization of correctional institutions, by the addition, to the stated equipment, of custodial institutions for the defective delinquent.

But the removal of the segregable feeble-minded to a separate institution would be but one step in the necessary redistribution of our correctional population. The present methods of legal distribution are traditional, in part antiquated, and often illogical. Persons are sentenced to institutions according to the seriousness of the crime committed, or according to the age of the offender. The same person may at different times be sentenced to a variety of institutions, running the gamut from workhouse to state prison and back again. Such a method of specialization does not specialize.

There are found, for instance, in each institution the tuberculous, the venereally diseased, the feeble-minded, the so-called incorrigibles, the psychotics, the so-called first offenders, and other groups. Each institution either tries

or does not try to treat these several classes. In the county jails little or nothing is done for the above classes. In the reformatories and prisons considerable effort is made to treat certain of the above problems.

The policies and the sagacity of the administrative boards of the several institutions vary widely. Politics causes frequent changes in the public boards. Lack of previous experience or training in correctional problems characterizes a very large number of the appointees both the public and private boards. The terms of office of the many managers, superintendents, wardens, superintendent of prisons, commissioner of correction in New York City, etc., are of various lengths. The State Superintendent of Prisons, for instance, serves a term of six years. The Commissioner in New York City has a four-year term. Members of boards of managers serve for seven years. Superintendents of reformatory institutions serve during efficiency and good behavior. The terms of the wardens of the State prisons have a strong tendency to be coterminous with that of the Superintendent of State Prisons, with considerable likelihood of their change with the entrance of a different political party into power. In other respects there is a variety of control. Wardens of the State prisons are not under civil service, while the superintendents of reformatories are. Boards of managers are not salaried, while the superintendents of the same institutions are salaried officials.

Is it necessary to indicate further the confusion of institutions and of authority within the State of New York? Is not the inference plain that a greater co-ordination of both principles and methods of treatment should be effected? At the present time, when efficiency in the most momentous interests of life is demanded of nations, and when decentralized undertakings have proved so often wasteful or cumbrous, is it not suggested by an outline like

the above that the time is come for a reorganization of the correctional system—or rather, the lack of system—in the State of New York?

Moreover, the character of the prison population is changing materially. The increased use of probation is removing from imprisonment the more helpable class of first offenders and those for whom extenuating circumstances are shown. Courts are more loth to send to prison, reformatory, or county jail those who may be saved from further crime by the modified liberty of a supervised probation. The residue sent now to correctional institutions tends to take on more and more the character of a custodial group, that is to say, a group in which mental and physical defects seem to condition to a greater or less degree the commission of crime.

The treatment consequently that has in the past been considered applicable on the basis of the reformable nature of normal persons must gradually give way to a specialized treatment, as we have seen, on the basis of abnormal physical or mental characteristics. This is not to say that in our correctional institutions there is no considerable group of relatively normal persons, because such groups exist. It does mean, however, that with increasing frequency the problems of mental and physical disorder force themselves upon the administrative authorities.

The broad general features of a possible State Department of Correction can be indicated. Such a department would include the administrative control of the State prisons, the State reformatories for men and women, the State Training School for Girls at Hudson, and the State Industrial and Agricultural School for Boys at Industry. Within such a department would come also a half-dozen district workhouses which are still to be established, but which are partly in sight, in the physical form of the present county penitentiaries.

For instance, the Erie County Penitentiary is about to be transferred from Buffalo to Arden, in the country. A thousand acres of land have been purchased, and this will be practically a farm colony for misdemeanants. Although it is an Erie county institution, it may follow the custom of the New York County Penitentiary and receive inmates from other counties, thereby serving the counties contiguous to Erie county. The Onondaga County Penitentiary at Jamesville is located in the country near Syracuse, on fairly extensive acreage, and functions now as a farm industrial colony.

The Monroe County Penitentiary is located outside of Rochester and carries on farming. The Albany County Penitentiary is about to be located on some site outside of Albany. The Westchester County Penitentiary is a thoroughly modern institution, so constructed with small buildings and splendid equipment as to become a model county workhouse. The New York County Penitentiary is changing its purpose, and is becoming the receiving station for the Department of Correction of New York City, while the old workhouse on Blackwell's Island is being transferred to Riker's Island at the entrance to Long Island Sound, where on some four hundred acres of made land a municipal farm will be within a few years developed under intensive cultivation.

In short, the physical conditions are favorable to the amalgamation within a few years of most of the correctional institutions of the State in a great modern State Department of Correction. From this plan should be eliminated, at least for the present, most of the institutions of the Department of Correction of New York City; all the county jails, so far as the population awaiting trial is concerned; and the private reformatories under denominational or secular management.

It seems possible to work out plans for a State Department of Correction which would embrace the following factors:

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

#### THE PREVENTION OF JUVENILE DELINQUENCY BY COMMUNITY EFFORT

A further "Next Step" was recommended in considerable detail in the Prison Association's Report for 1919, when a plan was submitted for the *reduction of juvenile delinquency by community effort*. It was recognized by the Prison Association that the results of the period of the Great War should not pass unstudied and unused in the field of penology. One of the outstanding features of war work was the use of recreation as an antidote for, and a preventive of, the destructive uses of leisure time which millions of men, training for service abroad, had naturally in their free hours in the camps and in the communities about the camps. Never were the possibilities of recent and interesting recreation realized in any country as in this country, through the very varied recreational activities of the leading war-work organizations like the Y. M. C. A., the Y. W. C. A., the Knights of Columbus, the Jewish Welfare Board, and the War Camp Community Service.

The Prison Association published early in 1920 a plan for the utilization of community resources, particularly along recreational and leisure-time lines, for the reduction

of juvenile delinquency, embodying in the plan many of the results learned from community experiences in dealing with soldiers, sailors, and marines in their free time. A questionnaire of one hundred questions was published, which might be used by a group in a community or by individuals to ascertain local conditions making for juvenile delinquency, and also the local institutions and organizations seeking to counteract juvenile delinquency by either curative or preventive measures. The questionnaire was published in full in the 1919 Annual Report of the Prison Association. During the year over ten thousand copies of the "plan" have been distributed, and requests for the leaflet are constantly received. The Prison Association is far more convinced than it was a year ago that the development of methods of community organization in fighting delinquency and crime is not only important but highly constructive. We believe that the problems of misconduct should be approached as early in their development as possible. We believe that far more can be done to hold the child from delinquency than has yet been tried, and that the enrichment of child life with pleasurable activities that "lead somewhere" is still hardly more than in its infancy.

Since juvenile delinquency is the result to such an extent of desires for pleasure gone wrong, the Prison Association is laying ever more stress on the suggestion of counteracting influences to juvenile misconduct, recognizing that to the child play is life, and that the substantial influencing of child life for good will materially reduce the prison population later on.

During the years 1919 and 1920 the advocacy by the Prison Association of the above mentioned plan showed the following results:

*First Stage:* Distribution of leaflets to individuals, clubs, clergymen, social workers, and others. Correspondence with individuals interested. Newspaper publicity in the

localities where interest in the plan was shown. Intensive correspondence with "key people" in the several communities. In short, the setting up by the Prison Association of a clearing house of information and stimulation through which we have aimed to interest and assist communities in planning their local campaigns.

*Results:* Relatively small, save in exciting approval of the main points of the plan, and interest in the carrying out of the proposed methods, if possible.

*Conclusions:* The above methods will arouse interest, will often gain the statement that the plan seems to offer a sensible method of reducing juvenile delinquency, but by such methods alone little will be accomplished save to set many minds to thinking.

*Second Stage:* Appointment of a field secretary in the spring of 1920 to visit communities, interpret to "key people" the plan, follow up correspondence with the central office, study the communities, suggest methods of organization of committees, help organize local committees, assist in planning and conducting a "home-made" survey, interpret the results to local groups, and then single out with them certain wholly definite pieces of work along the lines of the plan.

*Results:* Members of a community welcomed the coming of a field secretary who represented an outside organization, when they saw clearly that the purpose was to give information, and to help, and *was not to set up a new organization in the local community.* In many communities the feeling is strong that there are already too many organizations. The project of the plan, therefore, to help get existing organizations to work together effectively on an obviously important and feasible plan, has appealed to communities. A number of communities have been thus affected, but the Prison Association has been obliged, through financial reasons, to combine with the position of

field secretary the inspection of correctional institutions, and consequently far less time could be given to working in communities than would have been desirable.

*Conclusions:* The field secretary is an indispensable part of the successful working out of the plan. He must go into the community and enlist the interest and support of persons already busy, already often feeling overwhelmed with civic duties. It is through such personal work of the field secretary that the frequent and very natural problem can be dealt with, namely, the strong tendencies of existing local groups to feel that there are certain difficulties that would preclude joint action, particularly if any one existing organization were to take the leadership. It has, therefore, been through the suggestion of the field secretary that a juvenile delinquency committee be formed, representative of all important organizations dealing with juvenile delinquency or recreation, that this great difficulty has been minimized.

*Third Stage:* The Prison Association found, late in the spring of 1920, that through local county conferences the main idea of the plan could also be successfully presented. Such conferences should be called by *local people*, not by state organizations or outside bodies. The purpose of the conference, preferably with morning and afternoon sessions for one day, should be to survey through brief statements two things: (1) Conditions in the county making for juvenile delinquency, and organizations and efforts in the county aiming to counteract these influences. (School, church, home, juvenile court, institutions, probation, clubs, Boy Scouts, Girl Scouts, Campfire Girls, etc.) (2) Organizations of state or national character that might be used for advice and counsel and for special pieces of work.

*Conclusions:* The county conference enabled many different organizations to present, at what one person called a "kind of mental county fair," the phases of juvenile mis-

conduct and juvenile activity that should be understood in any co-operative effort to reduce or prevent it. It is fair to say that the principle of the subordination of any one organization to the general purposes of co-operative treatment of a difficult problem has produced a spirit of friendly willingness to work together that augurs well in the development of this plan.

The Massachusetts Federation of Women's Clubs, and the National Civic Federation, Women's Division, New England section, united, in 1920, in recommending to the Women's Clubs of the State of Massachusetts that they make surveys of their communities on the basis of the plan presented by the Prison Association. By the end of 1920, some forty Women's Clubs had made such surveys, and early in the year 1921 a conference was to be called at which further steps in the working out of the plan for the reduction of juvenile delinquency by community effort should be considered.

It has become evident, during 1920, that further guidance is necessary to communities and individuals interested in this plan. Consequently, the Prison Association presents herewith another "Necessary Next Step," being the second broad step in this *campaign for a square deal for childhood*. We have endeavored to formulate "Minimum Standards for a Square Deal for Childhood." We have found that communities will work in three successive stages in combating juvenile delinquency along the lines advocated: First, the securing of information by means of the survey, as to conditions, existing resources, and other facilities. Second, an effort with such facts before them to appraise their own conditions in comparison with conditions elsewhere, and to learn what they ought to do to bring their communities at least up to the minimum that should be sought for childhood. The purpose of the "Minimum Standards" that follow is to meet this demand. The third

broad step will be taken when the community, knowing what exists at present, and having been able to appraise its condition, seeks to provide the things that are lacking, to strengthen the things that already exist, and to co-ordinate the efforts of the community to the general end of reducing juvenile delinquency and crime.

The Prison Association does not claim at all that the Minimum Standards presented below are final and authoritative. We do believe, however, that in each community there should exist in general the things that are outlined in the Minimum Standards. Many communities will be found far ahead in many respects of the Minimum Standards, yet in every community we surmise that certain conditions will not come up to the Minimum Standards we outline herewith. The "Standards" are presented for discussion as well as for use, and we expect that revisions of the Standards will occur, in the light of greater experience. We present the Standards as a contribution to the community organization movement now becoming so strong in this country.

#### MINIMUM STANDARDS FOR A SQUARE DEAL FOR CHILDHOOD

##### HOME:

1. A normal home life, including decent housing and living conditions.
2. A home not broken by dissolute, immoral, or poverty-stricken parents.
3. Adequate supervision and control of child by parents, including supervision of healthful habits, hours of recreation, and of intellectual and cultural development.

##### EDUCATION:

4. Provision for common-school education through the eighth grade.

5. Opportunity for free high-school education.
6. Compulsory attendance in primary and grammar grades for at least nine months each year.
7. Enforcement of compulsory education laws of the State.
8. Night schools or continuation schools for optional study after working hours.
9. Vocational guidance to be included in the later grade years, and correlation of such vocational guidance with employment agencies and other similar efforts.
10. Vacation school or schools, placing special emphasis on healthful play and leisure-time activities; also providing instruction for children who have failed in grades.
11. Special classes for children needing some form of special instruction due to physical or mental defect.
12. Full-time school nurse. At least part-time school physician. Results to include adequate physical examinations, continuous health record, and follow-up work by nurse.
13. Available clinics for dentistry, nose, throat, eye, skin, and orthopedic work. Free vaccination for small-pox and typhoid.
14. Avoidance by school-lunches or other means, so far as possible, of malnutrition.
15. Proper location of schoolhouse, also proper construction, hygiene, and sanitation.
16. Adequate playground and recreational facilities, physical training, and reasonable supervision of recreation on school premises.
17. Full-time officer or officers to enforce the school attendance law. In larger communities, a parental school for marked cases of disobedience or truancy, thus avoiding so far as possible appeals for disciplinary purposes to the juvenile court.

## PROTECTIVE AND CURATIVE:

18. An adequate police department, and a conception on the part of the police of their social and preventive work, as well as of the protection of society and the apprehension of law-breakers.
19. In larger communities, a policewoman or police-women, especially for protective work with young girls.
20. A socially-minded juvenile court judge, or police court judge, holding separate juvenile court sessions.
21. One or more salaried probation officers attached to the court, for investigations prior to trial, and for probationary oversight after trial.
22. Mental and physical examination of children so designated by the judge, the results of these investigations to be available to the juvenile court judge.
23. Supervision of probationers during extended period of probation by officially designated probation officers, or by duly appointed volunteers such as the Big Brothers or Big Sisters.
24. A Society for the Prevention of Cruelty to Children, or a Humane Society, available for local protection of children from cruelty.
25. An Associated Charities or other public or private relief agency for the help of destitute or neglected children.
26. A house of detention, or a specifically designated place other than a jail, where children held for or by the juvenile court may be properly cared for.
27. A system of recording and filing social as well as legal information in connection with the juvenile court.
28. Private organizations in the community whose work in whole or in part should be the assistance given to juvenile delinquents. Among such organizations are the Big Brothers, Big Sisters, volunteer committees, Rotary Clubs, Salvation Army, Volunteers of America, St. Vincent

de Paul Society, and the like, as well as church committees and missions, settlements, Y. M. C. A., Y. W. C. A., etc.

#### EMPLOYMENT:

29. Observance of the child-labor laws of the commonwealth and any local ordinances. Efforts to maintain the "minimum standards for children entering employment" enunciated by United States Children's Bureau Conferences, June, 1919. Recognition of specific and different age minimums in (a) agriculture, (b) domestic service, (c) women's work, (d) hazardous occupations, etc.

30. Physical examination by physician prior to granting of working papers. Periodical medical examination of all working children under eighteen.

31. No minor to be employed more than eight hours a day, with decreased maximum working-day for children between sixteen and eighteen.

32. Night work for minors to be prohibited between 6 P. M. and 7 A. M.

#### COMMERCIAL RECREATION:

33. Supervision of motion picture houses, and pre-review of films for children's special performances by a representative local committee. Co-operative relationship between local committee and local motion picture exhibitors in discussion and choice of programmes.

34. Adherence of committee to better films movement. Encouragement of special performances for children.

35. Strict observance of licensing laws and local ordinances relating to motion picture houses, admission of children, lighting, etc.

36. Strict observance of licensing ordinances relative to pool and billiard rooms. Insistence by local committee that public officials maintain strict supervision. Prosecution of violations of license conditions. Suppression of pool-room gambling.

37. Dance halls: Strict observance of licensing ordinances. Suppression of indecent dancing, if possible by official supervision. If possible, oversight by policewoman. Revoking of license for non-compliance with ordinances or laws.

38. Similar supervision and licensing of skating rinks, bowling alleys, picnic parks, steamboat parks, and the like.

#### PARKS AND PLAYGROUNDS, RECREATION, ATHLETICS:

39. At least one large park for pleasure, rest, and cultivation of beautiful trees, flowers, and shrubs. Place for driving, riding, and quiet recreation.

40. Within the community there is due to children the chance to play *somewhere*, in parks or other places set aside for the purpose; the chance for baseball, football, tennis, track events and other open-air athletic events; the chance to go wading, swimming, boating; the chance for outings near home, for picnics, sings, band concerts, and the like.

41. Supervision of park or parks to be such as to reduce to a low degree the chances for immorality, and the exposure of children to moral or physical dangers.

42. In any congested region a playground relatively central. Officially supervised by trained attendant at certain hours, and the playground to be equipped with sand-boxes, horizontal bars, swings, poles, and other customary apparatus.

43. Recognition by authorities and interested committees that children rarely will go over a quarter of a mile to a playground.

44. Some movement, by organization or individuals, to promote organized athletics in the community.

#### MUSIC AND DRAMA:

(The two diversions, "Music" and "Drama," are included in our minimum requirements, not so much



because of the possible participation of the individual child as for the cultural and social advantages accruing to childhood through the observation of and acquaintance with social and cultural recreations in organized form.)

45. A band made up of local musicians and available for parades, holidays, dances, and other functions.

46. A community chorus or glee club, giving a focus for those desirous of a certain training in singing, and of presenting good vocal music.

47. Community singing from time to time for social purposes, led if possible by a trained song-leader.

48. Concerts from time to time, "coming to town" or arranged locally, presenting both cultural and popular music, partly through the introduction of "talent" from centers of music and art.

49. Some movement toward the cultivation of a local orchestra, including string and wood instruments.

50. The development, preferably in the public school, of individual talent in the children for vocal or instrumental music.

51. Local concerts, or "events," from time to time, at which such ability may have public presentation.

52. A local dramatic club (adults) to present occasional plays, pageants, and popular amusements of a dramatic nature, and to stimulate "amateur theatricals."

#### ENTERTAINMENTS, MEETINGS, ETC.:

53. A central hall or meeting place (town hall, library, etc.), for community gatherings, dances, public meetings, etc., the auditorium to be sufficiently large and well-equipped for all necessary public or social gatherings. This hall to be such that visiting dramatic or concert companies can present performances with at least fair equipment of stage, auditorium, and the like.

#### RECREATION COMMITTEE:

54. A fairly systematic effort on the part of designated public officials, or a private committee or group, to provide reasonable chances for recreation of children. (Municipal Recreation Commission, Parks and Playgrounds Association, Community Service, committee or bureau of some existing organization, such as Chamber of Commerce, Board of Trade, Y. M. C. A., Y. W. C. A.)

#### BOYS' AND GIRLS' CLUBS:

55. Boy Scout troops, Girl Scout and Campfire Girls troops; boys' and girls' clubs in churches, or conducted by other reputable agencies. A boys' or girls' club to be available under such auspices somewhere to each child seeking such a club.

56. In such clubs, or elsewhere in the community, gymnasium equipment, running track, basket-ball space, baths, and customary equipment of the kind.

57. Stimulation through Scout troops, clubs, and other civic or social bodies, of good health, good morals, and good living in childhood and adolescence.

#### SELF-IMPROVEMENT; SELF-EXPRESSION:

58. A public library, with a children's department and a liberal conception of helpfulness to children in reading, in direction of special interests, and the like. Liberal loan rules for books. Open shelves. Special features for interesting childhood. Correlation of the library and the school, library and home, library and church.

59. Branch or traveling libraries where need is obvious.

60. Settlement work in congested or foreign sections of the community, including classes, clubs, athletics, and other forms of self-expression.

61. Development of the public-school programme to admit of extra-class features, such as the school dramatic

club, school band, school orchestra, and other school organizations.

62. Opportunities, if possible under guidance, for children to satisfy desires for childish possessions, collections of objects, hobbies, such as pets (cats, dogs, rabbits, white mice, birds, etc.), stamps, flowers, and other collections.

63. Opportunities for the satisfaction of the spirit of adventure, competition, and conquest, as in hikes, group-journeys, group-events, camping-out, open-air contests.

64. Opportunities, particularly for girls, to learn the rudiments of domestic science, sewing, embroidery, craftsmanship, and the "household arts."

#### THE CHURCH:

65. Consideration of the child's nature and interests in connection with religious observances.

66. A healthy, interesting Sunday School; interesting Sunday School teachers.

67. Some part of the church service applicable particularly to the children, or particularly intelligible to them.

68. The social life of the church to be solicitous of children's interests, making provision for clubs, entertainments, etc., with such frequency and attractiveness as to hold the child to the church and parish life.

69. Constant effort on the part of church authorities to develop the religious life and sensibilities of the child by methods appealing to the child.

#### MENTAL HEALTH:

70. Provision for scientific recognition of feeble-mindedness, mental defectiveness, and arrested development, in schools, juvenile court cases, and elsewhere in the community.

71. A clinic for diagnosis. Facilities in community or larger division of State for treatment and custodial care of the mentally defective.

72. Some local provision for treatment of backward and feeble-minded cases of school age who cannot be committed to institutions.

73. Recognition of importance of a campaign for mental hygiene through publicity, lectures, and actual practice in the community.

#### SOCIAL HYGIENE:

74. Sex hygiene instruction for the young under conditions approved by experienced leaders in this field.

75. Campaign for the reduction of sex practices among the young, and sex offenses.

76. Recognition that sex-immorality, venereal diseases, prostitution, and other social evils of like nature cannot be checked or prevented by a policy of silence or by the ignoring of palpable facts.

77. Provision in the community for the discovery and treatment of venereal disease among the young.

#### COMMUNITY BETTERMENT:

78. Recognition that juvenile delinquency is a product of manifold conditions and influences in the community.

79. Recognition that, therefore, no one organization or institution in the community can *cure* or wholly deal with delinquency among the young.

80. Recognition that, because of the above facts, there must be co-ordination in all efforts to prevent or cure juvenile delinquency, co-operation between the different agencies or organizations, and a determined and constant effort to provide agencies or movements where such are now lacking.

81. Recognition that much of juvenile delinquency is traceable to (a) constant craving of the child for amusement and pleasure; (b) constant enticements of commercial amusements; (c) many attractions of urban or semi-

urban life for the growing child; (d) undeveloped or partial responsibility on the part of the child; (e) lack of adequate or reasonable parental guidance and control; (f) lack of recreational and cultural *good* amusements in the community to offset amusements of negative or pernicious character.

82. Recognition that, in order to meet the rapidly increasing problems of juvenile delinquency, the following steps are essential in a community: (a) an analysis or survey of the juvenile delinquency in the community and its chief causes; (b) an analysis of the organizations and activities of the community affecting for good or evil the lives of children; (c) the elimination when possible of factors producing delinquency among the young; (d) the drastic regulation of such factors (producing evil results) as cannot be eliminated or prohibited; (e) the strengthening of existing factors that make for cleaner, fuller, happier childhood; (f) the establishment of factors in the community life that are needed but not yet present; (g) the correlation of all efforts to the above end, in such manner that overlapping may be reduced and needs be wisely met.

#### CONCLUSION :

83. To this end, the establishment in every community of some committee devoting persistent attention to the reduction and prevention of juvenile delinquency. This committee to be preferably a committee of an already existing organization, such as the Associated Charities, Woman's Club, Rotary Club, Community Service, or similar organization representative of a large number of different interests and factors in the community that are themselves interested in child welfare, and in making the community "the right place for the child to grow up in."

#### PAROLE BUREAU

One of the most important branches of the work of the Prison Association is its Parole Bureau. Parole is a period of conditional freedom which follows a term of imprisonment. For instance, an offender is sentenced to a prison for the first time for felony, with a certain minimum period to serve and also a maximum period. At any time after the expiration of the minimum sentence the prisoner may be released by the State Parole Board.

The parole period is therefore a time during which the former inmate can be tested as to his ability to conduct himself in conformity with the requirements of the outside world. The parole officer must necessarily be one of the most sagacious, helpful friends to the released prisoner. The work includes the general supervision of paroled men, which means visiting them at their homes and at their places of work when feasible. Whenever needed, friendly advice is given; and during the year, in a number of instances, the parole officer has been successful in effecting friendly relations between the released men and their families.

On October 1, 1919, there were 122 men on parole to this Association; during the fiscal year ended September 30, 1920, 193 other men were placed on parole to us, making a total of 315 for the year. Of these, 123 men were discharged from parole after having satisfactorily finished their period of conditional liberty. There were 26 men declared delinquent, that is, they were either re-arrested or failed to make their reports. One man died during the year. Our parole officer made 1,206 visits and investigations, besides attending Parole Board meetings at several of the State prisons each month, and in several instances

the meetings at all of the prisons in a single month. By visiting the prisons the parole officer is enabled to keep in touch with the various men, and especially those who are soon to be paroled. This service is done entirely without cost to the State. It is undoubtedly a state function which under existing conditions must be met by an outside organization. The reader is referred to page 29 of this report for a fuller discussion of the necessity for the extension of the parole work and of the methods adopted by the State Parole Board.

The following cases are typical and indicative of the human side of the work of our Parole Bureau:

In September, 1919, the Prison Association received a letter from an inmate of Clinton prison, stating that he had been re-committed for violation of his parole; that he would again be eligible to appear before the Parole Board, and requesting to be released in our care. Our parole agent interviewed the man and learned that he had originally been sent to prison on a charge of assault, and that immediately upon his release and on complaint of his wife (who had secured a separation from him while serving his sentence), due to his having threatened her about the custody of the two children, the man was returned to prison for violation of his parole. She stated he had an uncontrollable temper and that she could not get along with him.

He was again given a chance on parole, through the efforts of our parole agent. The man and his wife were brought together, the home established, and the children who had been with relatives were reunited with their parents. A steady position was obtained for the man, and subsequently he received his final discharge from parole.

The man, deeply appreciative of what had been done for him, wrote the following letter to our parole agent:

"DEAR SIR: Your letter of complaint upon my successful parole, along with my absolute discharge, received.

I am glad and thankful to say that I owe much of my success to the aid you so willingly gave me. I shall always think of the advice which has been the means of bringing real happiness to myself and family; by so doing I know that my future and my wife and children's happiness will be well guided.

Thanking you for your good wishes, and always grateful for your timely aid, I am, sincerely yours,  
A. B."

While on a regular visit to Dannemora prison, our parole agent had his attention called to the case of D. E., who had received a sentence of seven to eighteen years on a charge of manslaughter in the first degree. It appeared that the defendant, who had been employed as chef in a hotel,

had an altercation with another employee over the recent war. The defendant, being utterly worsted in a fist fight with the other man, picked up a vegetable knife and ran it through the body of his assailant, causing his death. It was reasonable to assume that he acted in self-defense. The man was convicted and sentenced. Comment was made in the newspapers that the defendant had not been ably defended.

Upon learning the facts, our parole agent interviewed the judge and district attorney. An application for executive clemency was made to Governor Smith, who acted favorably upon the same, very humanely reducing the sentence to three years, two months and seventeen days.

Since the man's release on parole he has been steadily employed, holding a good position in a leading hotel, and there seems to be little likelihood of his conflicting with the law again.

### PROBATION BUREAU

For many years this Association has had a representative in the Court of General Sessions of this city. The probation officer is "loaned" for city services, there existing an anomalous situation. In other courts of this city, namely, the court of Special Sessions, the Children's Courts, and the Magistrates' Courts, city-paid probation officers are assigned.

Probation is generally called a substitute for imprisonment. This is erroneous. Probation is a suspension of imprisonment during good behavior. Sometimes, probation is accompanied by the requirement that so far as possible compensation shall be made by the probationer for the injury he has caused, and which led to his trial and conviction. The principle of probation is easy to understand. It is a common-sense answer to the question: Why should we send to prison a person who probably will not commit another crime, and who if given a reasonable chance will reform without the stigma of imprisonment and the attendant possibility of becoming a criminal through the criminal associations of the prison? Persons released on probation are not thereby released from the consequences of their delinquency. They must report regularly to the probation agent, and they receive from him both

supervision and counsel. If conditions imposed by the court relative to good behavior and industry are not fulfilled, the probation agent is authorized to bring the delinquent again into court, and the court may admonish further, or send to prison or the penitentiary the one who had been given a chance during a period of conditional liberty.

On October 1, 1919, there were on probation to the Association 181 persons; during the year there were received 131, making a total for the year of 312. Of this number, 147 were discharged during the year, leaving a balance of 129 on probation September 30, 1920. Those who were re-arrested or who absconded, and thereby became delinquent, numbered 36.

The number of cases investigated at the request of the court was 593, showing a decrease as compared with the 679 cases referred in the previous year.

Restitution of property, or property values, is an important part of the probation system. During the year, \$3,607.89 was paid as restitution by persons on probation to the Association, and \$705 was paid for the support of destitute wives and children. There were made to our probation officer 2,653 personal reports, and 497 reports by mail or telephone.

The following are cited as specimen cases illustrating the experiences of our probation officer:

The warden of the City prison asked my interest in the case of a poor woman who had just been trying to send a fur neckpiece into the prison, to be sold to a prisoner who was willing to buy it, at the request of her husband who was waiting trial. This of course could not be permitted, so the woman was taken into a private room, together with her 10 months' old baby, and asked for particulars. She said that her husband, who was charged with forgery, was waiting trial; that she had just spent her last nickel to get to the prison to see him; she had not eaten anything for many hours; and was about to be dispossessed for non-payment of rent. She was taken to the Prison Association by the general agent, and for some weeks was given money to defray her rent and cost of living. The case of the husband was also made the subject of a careful investigation, and on its being reported to the court, the husband and father was released on probation.

The husband was found to be a young man, 25 years of age, who had been a year and a half in the city, and seemed to have borne a good reputation. He came from a western state, enlisted in the United States Navy, secured an honorable discharge, and made considerable success as a "four-minute man" in Liberty Bond campaigns. He was in business on his own account selling books, and had previously been in the insurance business in the west. He had a number of excellent references from western business men.

Because of the unfortunate plight of the family, those who had lost money through his misdeeds requested the court to give him a chance, and he was released on probation.

It is seldom that a second offender is released on probation in the Court of General Sessions, but the circumstances were such that in the case of X. Y. such a course was adopted. The young man, who had been in trouble before, was engaged in a dice game one evening and had an unexpected run of luck. He won \$400 from a companion, who said he had no more money but would give him his automobile instead and would also give him a bill of sale in a day or two. So he took the machine. The man who said it was his drove it to a garage where it remained for two weeks. Needless to say, the alleged owner never produced any bill of sale and could not be found. The owner of the garage said that the defendant brought a number of people to the place as prospective customers but never learned to run the machine himself, and in a few days it was identified by the true owner; and of course the young man was placed under arrest.

When arraigned before Judge Malquest he told his story as stated; and in giving his pedigree the fact was brought out that he had previously served a term in the Elmira Reformatory for grand larceny. The general agent made an investigation—found that he was keeping house with his wife who was in extremely poor health, and that for some time he had maintained himself and his mother, a widow, who was in very poor circumstances. Three employers, who had known him for many years, were found, and all said that he had been a hard and very satisfactory worker.

As he was admittedly a second offender, the circumstances of the first crime were made the subject of an additional inquiry; and the surprising fact was brought out, by the evidence of the man who made the complaint against him at the time, that he was absolutely innocent of the charge on which he served a year in the Reformatory.

On his release from the Reformatory on parole he secured employment in a department store as a driver's assistant. His work was so satisfactory that the firm promised him a wagon with full driver's pay if he could buy a uniform. He did so, and on the very next day met the police officer who had arrested him on the charge which resulted in his sentence to the Reformatory, and a few hours later he was informed by his employers that his services were no longer required. The parole officer of the Reformatory tried to make the superintendent of the delivery department of the department store admit that the boy was discharged because of information given by the detective, but without success.

When Judge Mulqueen was informed of these facts, he agreed with our agent that it was about time this boy had his chance, so he was released on probation, and has an excellent, well-paying position at the present time.

A country boy who had been but a few weeks in the city and was employed only one month as a clerk in a steamship office, told a strange story of how he had been inveigled into an attempt to commit the crime of blackmail. An older man met him in his place of employment and suggested that he knew an easy way to make some money. He said that he had learned that a certain rich waist manufacturer uptown had been guilty of certain dishonorable acts and would pay good money to keep them silent. So he induced the boy to write threatening letters to the man who made the complaint; answers were to be sent to a hotel. The older criminal was too cunning to call for the answers, and sent the unsophisticated boy to the hotel, where he was placed under arrest. He was advised to enter a plea of guilty and make a full confession, which he did.

His previous record was investigated by mail, and it was found that he came from an excellent family and had never been in trouble before. An uncle in Pennsylvania came to the city, produced a certificate to show that the boy had served over a year in the Navy on a battleship, and had an excellent discharge. He had also taken a course in window-dressing, had been a railroad ticket-agent, and was recommended as thoroughly reliable.

The older man was sent to State prison, as he richly deserved; and on the recommendation of the complaining witness, the boy was released on probation and taken to the country by his uncle. He is now employed in a Western city, and the uncle tells me he is doing very well indeed.

Charles T. was formerly a drinking man, but his experience in the City prison taught him to "get on the water wagon" and stay there. He bore an excellent reputation, was employed in the express business for many years, had a wife and little boy, and had never been arrested or charged with any offense. He was a licensed chauffeur, and had recommendations from people of the highest standing in the social world.

While working he sustained an injury to his wrist, and for a time was without employment, so he took a job as an elevator man until his wound had healed; and in company with another employee of the apartment house he opened a closet where a quantity of liquor was stored, and the two men opened two bottles of whiskey and drank most of it, and were arrested, charged with burglary. The people who made the complaint offered to withdraw the charge, and both men were allowed to go on probation. T. was locked up in the City prison for about two months; during this time his wife and baby nearly starved, but she managed to get a place in a dry-goods store and put her child in a day nursery.

On his release he was immediately re-employed by the Express company, and is now doing very well.

For some years the Association has had posted in the City prison a card of warning to prisoners, advising them as to their rights and warning them against the operations of unprincipled lawyers. One paragraph, to which many lawyers object, is as follows:

"If you are going to plead guilty you do not need a lawyer, as the probation officer, who serves without pay, will make an investigation and secure your release if you are deserving."

A colored man who read this notice called the agent to his cell-door for advice and wanted to know if that was true. He was assured that it was, and was profuse in his thanks. He said that the agent had saved him \$50, because he had just written to his mother to pay \$50 to a certain lawyer, but on reading the notice had sent another letter telling her not to pay a cent.

#### EMPLOYMENT BUREAU

Since its foundation in 1844, the Prison Association has aimed to help secure employment for released prisoners. Men are released from prison with clothing which is more of a handicap than a help to them, because of its crude tailoring and inferior quality of material, and because of the uniformity of design. Chapter 134 of the Prison Law of this State reads in part as follows:

"The agent and warden of State prisons shall furnish to each convict who shall be discharged from prison by pardon or otherwise, or who shall be released therefrom on parole, necessary clothing not exceeding \$12 in value (but between the first day of November and the first day of April, clothing not exceeding \$18 in value, and including an overcoat, shall be so furnished), and \$10 in money, and a railroad ticket for the transportation of one person from such prison to the place of conviction of such convict, or to such other place as such convict may designate, of no greater distance from the State prison than the place of conviction."

During the fiscal year, when the cost of living was at its height, ten dollars did not mean very much to a man at the time of his release, and the amount of money allowed by the State for the manufacture or the purchase of clothing for prisoners was inadequate. The result was that many men came to our Employment Bureau for work and material relief. The material relief consisted of clothing, cash loans, meals and lodging. Frequently, after employment was obtained for a discharged man it was necessary

to continue assisting him until he received his first pay. In some instances this required the friendly aid of the Association for a week, two weeks, or perhaps a month.

During the fiscal year, 734 different men were interviewed by our employment secretary. In all, 1,369 interviews were had. The number of men who came for employment totaled 439, of which number 227 men were actually given employment; and in addition, 192 men were referred to places of employment, but did not report to the Association that they had been placed. There were referred 20 men to other agencies because of old age or a crippled condition. The number of men who came for relief was 204, and the number for advice and counsel 91. There were given 1,934 meals, 299 lodgings, and clothing was given to 85 applicants. Cash relief totaling \$933.27 was provided for 251 men.

The successful employment secretary must not only be a good "case worker," but must be competent to give vocational guidance to many of the prisoners who come to him for aid in finding work. The Association has been fortunate in having the services of an employment secretary who was able to carry on his work with an unlimited amount of patience and optimism.

Our employment secretary comes in contact with many interesting men, some of whom might have made their mark if not for a weakness of some kind, and others who have fallen, never to again reach a high level. The following are typical examples of our employment secretary's experiences with men who come to him for help and guidance.

The big problems of life to many a man who has been in prison are those occurring within the family or the job. The man out of prison is often one who cannot make adjustments, and who because of his prison experience suffers from the enormous handicap of the prison record.

Oftentimes he is persecuted by some person knowing his past record. Sometimes he will be discharged from his new job, when it is learned that he is an ex-convict. Sometimes the strain is too much, and he goes back to crime.

Clearly, there are for such men problems in which they badly need the help such as the employment secretary of the Prison Association can give. Let us cite one instance out of many, not conspicuous, and one that ordinarily would pass unnoticed, but which for the ones concerned was the most vital thing in life:

A certain man whom we will call Smith was released from State prison in 1913. For seven years he went straight, and yet in that time he had more than ninety jobs. He was a low pressure engineer. He had a record known to the police, and when he worked in the loft or office buildings he was often no sooner established in a good job than he received notice, often none too gently, to quit. Sometimes regret would be expressed by the employer, but no reasons would be given for the discharge. Yet Smith knew.

Finally his wife, acting on the suggestion of a neighbor, haled Smith to court on a summons, and he was charged with non-support. The family was about to be dispossessed for non-payment of rent. The "wise" neighbor had said that when the husband was haled to court, the court would, after hearing the case, get him a job. And in a way that was what happened, for the court officer called up the employment secretary of the Prison Association, and Smith came down to our office and told his long story. One thing Smith said to us was strikingly true: "Can't I go out and get a quick living dishonestly if I want to? Haven't I stayed straight, when at any time I might have gotten easy money by going crooked?"

We "pitched in" on this case, and soon got him a job at \$25 a week, with overtime work bringing it to \$40. The employer in this case was told the whole record, and said that he would stand by Smith so long as he did his work properly.

Then we went down to police headquarters. The inspector listened, and said: "It pays us to help a man go straight. It makes one less crook to watch. Tell Smith to let me know where he is working, and I will see that he is not bothered unless he gives trouble."

Smith has made good. This wasn't a case where much money had to be spent. It wouldn't show large on any statement of "Relief Given." But for Smith, and for his wife, it meant perhaps the crucial solution at a crucial hour.

There is a time in the life of many criminals when they honestly say to themselves or to some other person: "I'm beaten! There is nothing in this life of crime. I'm done! I want a job and I don't care what it is!"

Such a man sent word to us from the penitentiary. He said: "I'll do anything that will get me honest money." He was a skilled accountant. He had been several times in Sing Sing. He was subject to the Habitual Criminal Act if he should get caught again. This would make it possible for the judge to "send him away" for life. This end of his criminal career stared him in the face.

It must not be believed that reformation is wholly an idealistic thing with all men. Oftentimes, as is the case with those who are not criminals, the road to crime or the road to honesty is influenced by "practical" facts of self-interest. This man would now go straight, partly because the horrible chances in the life of crime were too great to endure longer.

So we enlisted the interest of the head of a big corporation. He said: "The man is down and out, and since he craves being honest he should be given a chance. The Prison Association is doing a laudable work. This man's application will go into my private file. He will have nothing to fear from those who might make the discovery of his past."

The job was small, and he was clad in overalls. He worked four days at the rate of \$21 a week. Then he was called into the accounting department of the corporation at \$85.50 a month. It was "small money" still, but was a blessed opportunity to be honest. In less than six months he was advanced three times. "He has made a place with the company," said his employer to us.

When the business slump came, and cuts in the personnel were necessary, this man did NOT go!

Few people realize the ghastly price the criminal pays for being able to live at all. We read "crook stories," we hear of "Raffles" and "Get Rich Quick Wallingford," and other fiction characters, and a certain false and distorted glamour is often thrown about the so-called clever crook. But in reality there is no life much more miserable than that of the law-breaker, everlastingly barred from the peace of conscience of the honest man and the customary joys and honest problems of life.

Such a criminal came to us, to be raised out of the very depths of hell itself. He had, ten years before, been sent to Sing Sing for two years while representing as credit man a manufacturing concern doing a twenty-million-dollar business. Ever since his prison term he had been paying the price. He took any kind of a job, month after month, year after year. He washed dishes, did porter's work, acted as temporary cashier in small restaurants, and helped unload trucks. Try as he might, no permanent position seemed possible. He would take examinations for positions, and then when references were required he had to give up. At this point in the search for a job he would have to tell why he could not get a bond. And the answer always was:

"Sorry; we require a bond!"

In time, that drip, drip, drip of fate wears away the soul.

We found a man who was both practical and sympathetic. He was satisfied, when he interviewed this man with the old Sing Sing record, that he would make good in a certain position of trust that was open.

"Imagine my surprise and overwhelming joy," said the man we had placed, "when, after four days of duty, they brought the payroll to me to pay off, and there was about \$4,000. I could scarcely believe my eyes!"

A month later he received a forty-dollar advance in salary. Later on his employer said to us: "He was a real find; and before long I'll have a real position for him."

The circumstances surrounding a deed of violence or a serious crime are often hidden, and it is only as revelation comes, perhaps years later, that an apparently atrocious deed falls into a different perspective. The office of the employment secretary of the Prison Association is often a confessional; often the place where soul-tragedies are revealed.

One man, out of prison, told us this: "I went out on a 'job' (meaning a criminal act) when my money ran low. It was an apartment. I entered a room in which a young girl was sleeping. She woke up and screamed. As I ran into the hall of the apartment, her grandfather, alarmed by the screams, came running toward me. I pulled my gun and pointed it at him, but it did not stop him. As he came close I fired a shot into the ceiling. It had no effect. He grappled with me, and I was caught. On the witness stand the old fellow swore that I fired point-blank at him. I could have silenced the girl by rapping her over the head, and I could have done the same by hitting the old man with the butt of my revolver. I could have made my getaway, but I could not do violence to anyone.

"The men who are operating now-a-days kill first and rob afterwards. The old-time burglar went to get the stuff quietly, and only used his gun to hold off somebody that happened to discover him; and he rarely did any shooting. It is dangerous now to be on the streets looking for work, and I don't feel safe a minute, even though I have been away ten years."

Let us come quickly to the end of this story. He got a job with our help. He advanced shortly to the chief place in a worth-while bakery. He commanded the maximum wages. He saved money, got married, and is now living comfortably and contentedly. He hopes some day to open a bookstore, his hobby.

## INSPECTIONS

In the act of incorporation, power was granted the Prison Association to inspect the penal institutions of the State, and it is required that these inspections be embodied in a report to be submitted annually to the Legislature. During the year the inspection work has been somewhat curtailed, due to a reduced staff and the lack of necessary funds. However an effort was made to inspect as many institutions as possible, and at the same time use the services of the inspector in promoting in the various



communities of the State a plan originated by the General Secretary of the Prison Association for the reduction of juvenile delinquency by community effort (p. 72). The combination of inspection work, and the enlistment of individuals and organizations in the various communities in a move to save young boys and girls, aroused state-wide interest in the plan.

The outstanding feature in connection with the jails was the small number of prisoners in these institutions. This is attributable to two causes—one, prohibition, and the other, good industrial conditions. There have been no structural improvements in the jails inspected other than the annual painting. The campaign of several years by the Prison Association for the utilization of the labor, on farms and highways, of jail inmates serving sentence, received a decided setback during the year because of the lack of a sufficient number of prisoners. It is to be regretted that in several instances where county jail farms had been purchased they were hastily sold because no prisoners were available to work on them.

While it is gratifying to have conditions in the communities such that only few persons find their way to the jails, there is however a possibility of an increase in the jail populations at almost any time. It is reasonable to expect, and this is supported by our experience in previous years, that during a period of industrial depression there is an increase in the population of our penal institutions. Therefore, the farms should have been held until enough time had elapsed to demonstrate that there would be no real need for them.

In our previous reports, and especially in the 1913 report, a complete detailed description of the penal institutions in the State has been submitted. In our recent reports, and especially this year, we have omitted descriptions and have confined ourselves only to conditions prevailing at the time of inspection.

#### *Broome County Jail, Binghamton*

The sheriff is B. M. Holcomb.

Cleanliness prevailed in all parts of the jail at the time of inspection. The prisoners were satisfied with the treatment accorded to them by the sheriff and his assistants. No complaints were made relative to food. With a small number of prisoners, it is possible to separate them in accordance with the law. In previous years, with a large number of prisoners, this classification had been impossible; and furthermore, it has been necessary to place two prisoners in a cell, a very undesirable practice.

The sentenced prisoners work on the county farm when possible. Jail uniforms are now supplied to prisoners at the time of their admission. Modern laundry facilities are needed and arrangements should be made to have all inmates examined by a physician as soon after admission as possible.

#### *Bronx County Jail, The Bronx, New York City*

The sheriff is James F. Donnelly.

At the time of inspection two jails were in use: the new one at 177th street and Arthur avenue, and part of the old one in the Courthouse building at 161st street. This was done to allow for better classification of the inmates. At the 161st street jail there is need to provide facilities to wash the windows and also to allow for better ventilation. Satisfactory cleanliness and order prevailed in both jails.

A commissary system, such as the one in use at the Tombs prison, Manhattan, is highly desirable. The present system of permitting a messenger who receives no salary and makes his money from tips to sell articles to inmates should not be allowed.

Unfortunately the business of the county seems to demand a larger jail. The new one at 177th street is built along approved lines, although its location on the lower

floors of the building is not ideal. This was pointed out, before completion, in our previous reports.

*Cattaraugus County Jail, Little Valley*

The sheriff is Raymond T. Maley.

The condition of cleanliness throughout the jail was satisfactory. Inmates take care of the garden and the county jail grounds, and also do the janitor work in the jail and courthouse. Apparently the inmates were satisfied with food and treatment as they offered no complaints. Religious services are infrequently held by Catholics, Protestants, and the Salvation Army. There is a jail physician on call, but he does not make a practice of examining each prisoner upon admission. This, by all means, should be done.

In our previous reports the inadequate water supply for the toilets, especially those on the upper floors, was criticized. This has been remedied.

*Cayuga County Jail, Auburn*

The sheriff is F. W. Hendrichs.

The jail was not clean. Pictures of "black hands" were scrawled on the walls; old paint pots and other refuse were carelessly thrown in the section reserved for minors. Many of the toilets were badly worn and very unsightly. New toilets are needed. The whole interior of the jail should be cleaned and re-painted.

In our 1916 report we recommended the following:

"A new jail is recommended so that Cayuga County can have an institution to which its citizens can point with pride; one in which prisoners can be detained under healthful condition, in safety, and in accordance with the requirements of the County Law. Many convicted prisoners are spending their terms therein in complete idleness at the expense of the law-abiding citizens of the county. Furthermore, the county spends much money every year for the detention of prisoners in the Onondaga County Penitentiary. This means the loss of the labor of these prisoners, which to some extent is gained by the citizens of Onondaga County."

Recommendation 3 stated—

"Although the jail is physically unsatisfactory, this is no excuse for uncleanliness, particularly in the "pit" section. The jailer should begin the daily jail routine at a regular hour every morning, say 7 o'clock. Between 7 and 8, the "pit" section should be aired and the prisoners should be made to get up, wash, comb their hair properly, dress, and should receive breakfast. By 8:30 A. M. the cells should be swept, also the central corridor, and the bedding should be hung on the gallery rails to air. A system of this kind is used in most jails in the State, and when once established works automatically."

Conditions in this jail are practically the same as existed in 1916, except for a few minor improvements, such as the construction of a partition in the "pit" section. This is a very unsatisfactory attempt to improve this jail.

New York State holds, in general, a very favorable position as compared with other states, relative to the structural and administrative conditions of its county jails. Cayuga county jail, however, is among the very few that do not support this position.

*Cattaraugus County Jail, Mayville*

The sheriff is James F. McCallum.

The jail was being painted at the time of inspection. Five trustees and other inmates keep the jail and the County Courthouse grounds in order, work in the garden, do the cooking, and look after some of the county live stock. There is a small library. The jail physician is on call, but he does not see each new prisoner at the time of his arrival or subsequently subject him to a thorough examination.

More work for the prisoners is needed during the winter months. Probably they can be employed at the county poorhouse.

*Chemung County Jail, Elmira*

The sheriff is L. Chapman.

Conditions in this jail are far from satisfactory. The ventilation is so bad as to cause the paint to fall off the cell walls; this is aggravated by dampness. The jail was

built about half a century ago, and has outlived its usefulness. Of course it does not meet the needs of the county at present. The plaster is falling from the ceilings and the walls in the corridors. Both the tubs and toilets are badly rusted. The padded cell, as pointed out in our previous reports, is so warm, because of a steam pipe, that it would be unwise to confine a person in it for even a short time. There is no provision for exercising prisoners outside the jail, except when doing a little janitor work about the yard. The cooking is done by inmate cooks who frequently change. There is the serious absence of a medical examination of all prisoners upon admission.

It is strongly urged that a new jail be built. The present one ranks among the few jails in the State that do not come up to modern standards.

#### *Chenango County Jail, Norwich*

The sheriff is H. F. Hovey.

Some minor improvements have been made, such as installing a new large hot water tank, renovating the kitchen, and installing additional tubs in the laundry. The niche toilets have been re-enameled, but there is need for a more adequate water supply. As stated in our previous reports, there should be at least one more meeting of the grand jury. Three a year are too few.

#### *Columbia County Jail, Hudson*

The sheriff is Orville Drumm.

The jail is a modern one and was clean and in good condition, except that there is need for some painting. Too frequently, new jails are neglected in this respect. A new heating plant, independent of the one which supplies heat in the county buildings, is being installed. The prisoners are employed on the county grounds near the county buildings.

#### *Cortland County Jail, Cortland*

The sheriff is Rollin E. Wright.

This jail is obsolete. It is damp, dark, and unhealthful. There are ten cells downstairs and five medium-sized rooms upstairs. At one time last winter there were forty-five inmates. It was stated that there is a county farm, but that it is not worked by inmates. This jail has been condemned in all our previous reports and characterized as a disgrace to the State of New York. A wooden fence is on the west and east sides and obstructs the light from the men's sections.

There is only one solution of the jail situation in this county, and that is the construction of a new jail. This has been recommended in our reports each year since 1913.

#### *Dutchess County Jail, Poughkeepsie*

The sheriff is C. F. Morehouse.

The jail, in some respects, is of modern construction, but unfortunately it is located on the top floor of the Courthouse building, thereby making it impossible to provide outdoor exercise for the prisoners and to easily allow for their employment. The interior of the jail is in need of painting. The cleanliness throughout was not altogether satisfactory and no good reason was offered by those in charge. Uncleanliness, especially in a public institution, should not be tolerated.

The board of supervisors last year appointed a special committee to study the suggestion of removing the jail from its present location to a site outside of the city. The committee is expected to report to the board at the November meeting.

Prisoners are not examined by the physician at the time of admission. This is an important need and should not be neglected. Sheets and pillow cases should be provided for the bunks in the men's department.

*Essex County Jail, Elizabethtown*

The sheriff is Fred Dashnaw.

On the day of inspection the population consisted of five male adults awaiting the action of the grand jury. Only three sessions of the grand jury are held each year. This works much injustice, and arrangements should be made for one extra session in June if the population warrants.

A satisfactory condition of cleanliness prevailed in all parts of the jail. Pillow cases are furnished, and when necessary, suitable clothing.

There have been only three women inmates during the past year. These were kept on the lower floor and no men were on the same floor at that time. The need for better accommodations for female prisoners has been pointed out in our previous reports.

It is to be regretted that the county farm was sold last spring because of the low population in the jail and the scarcity of farm labor. It is likely that there will be an increased population soon and again the county will be confronted with the need of employing prisoners.

*Franklin County Jail, Malone*

The sheriff is A. A. Edwards.

A satisfactory condition of cleanliness prevailed in this old jail. The county purchased additional land to be used for building an extension to the jail.

There is need for a padded cell; likewise arrangements should be made for more frequent sessions of the grand jury. The county farm should be further developed. The fact that there have been only a few prisoners in the jail for several months does not justify the abandonment of the only means of employment.

*Fulton County Jail, Johnstown*

The sheriff is Leeh H. Ingram.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail. The one prisoner in the jail at the time of inspection was satisfied with the treatment accorded to him.

*Greene County Jail, Catskill*

The sheriff is George W. Osborne.

There were no prisoners at the time of inspection, although the population has been as high as fourteen at one time during the year. A satisfactory condition of cleanliness prevailed in all parts of the jail. There is a small library.

It is necessary that wire mesh be placed on the outside of the rear windows on the ground floor to prevent communication from the outside or the passing of contraband.

*Herkimer County Jail, Herkimer*

The sheriff is William H. Kress.

The jail was satisfactorily clean. The prisoners had no complaints to offer relative to their food and treatment. Some modern toilets have been installed. The need of these was pointed out in our previous reports. Inmates receive three meals daily. A jail physician is appointed and calls at the jail when his services are needed. No examination is regularly made of prisoners by the physician at the time of admission. It is most important that this should be done.

*Kings County Jail (for civil prisoners), Brooklyn*

The sheriff is John Drescher.

The condition of cleanliness in the jail was satisfactory. This is one of the three prisons in Greater New York devoted exclusively to civil prisoners.

The Prison Association has endeavored for years to arrange with the proper authorities for an opening on one side of the jail to permit the outdoor exercising of prisoners. This improvement has finally been accomplished.

*Livingston County Jail, Geneseo*

The sheriff is William Mann.

This is a modern jail, and was found satisfactorily clean throughout. The inmates are employed at gardening with excellent results. The jail is well equipped with laundry facilities, hot and cold water, and beds which are supplied with sheets and pillow cases. There is still need to remedy the inadequate water supply for the toilets.

A jail physician is on call. No medical examination is made of an inmate upon admission although this is necessary.

*New York County Jail, Ludlow Street (civil prisoners only).*

The sheriff is David H. Knott.

Pursuant to our previous recommendations, one-half of the jail has been wired so that the cells now in use have electric light. The ventilating shaft connected with the toilets has been fixed. A new roof gutter has been put on, and the end wall facing the prison yard repaired. A new hot-water heater has been installed, and the tiling repaired. All cells and bathrooms have been painted with two coats of paint. About half of the necessary painting has been done; half of the windows repaired; and half of the outside railing replaced.

This jail has 52 cells in all. The cells are large and supplied with a table and chair, but would be much improved by individual toilets and washbasins. There have been about forty United States prisoners in the last five months. On the day of inspection there were six inmates.

The sheriff has asked for the issuance of sufficient revenue bonds to complete repairs to the railing, windows, floors, for general carpenter work, and to finish the painting. We hope the funds will be allowed.

Prisoners are exercised in the prison yard for an hour in the morning and for an hour and a half in the afternoon. They have the freedom of the jail from 4:30 until 9:30, and are allowed to play checkers, dominoes, and have the use of the library. They are visited by the ministers of different religious denominations occasionally. Their food seemed to be satisfactory. There is a jail physician who visits the jail at least three times a week and on other occasions as required. The sick inmates are taken care of at the prison ward, Bellevue Hospital. The condition of cleanliness in the cells and throughout the kitchen and other parts of the jail was satisfactory. The sheriff and warden seem interested in their work.

The question of extravagance in operating this jail for a comparatively small average of population has been agitated many times during the past ten years. During the war the jail was pretty well filled, and as many as sixty United States prisoners and twenty-five witnesses at one time.

Section 183 of the County Law reads: "Custody of Jails. Each sheriff shall have the custody of the jails of his county and the prisoners therein and such jails shall be kept by him or by keepers appointed by him, for whose acts he shall be responsible."

Under section 715 of the Laws of 1891, entitled "An Act to Consolidate the City of New York," the sheriff of New York County has control over Ludlow Street Jail and all civil prisoners.

The jurisdiction over prisoners awaiting trial is vested in the sheriff by the Constitution of New York State. In three counties, Kings, Queens, and New York,

the authority of the respective sheriffs over criminal prisoners has been transferred to the New York City Department of Correction.

On a day of recent inspection there were only six inmates in this jail. It does seem rather unfair that this should involve an annual expense to the taxpayers of many thousands of dollars. There are two courses to pursue in order to change this: First, that an agreement be entered into between the sheriff and the Department of Correction whereby a portion of the Tombs City Prison be set aside for, and under the control of, the sheriff for his use in the disposal and care of his prisoners; second, that space be set aside in the proposed new Courthouse in order that the sheriff's employes may protect his own prisoners. The adoption of either one of these plans would eliminate the cost of maintaining the present county jail; and while it would still be necessary to have a staff of officers and keepers for the sheriff, would release a very valuable piece of property, valued at upward of \$300,000, by sale or for some suitable use.

#### *Madison County Jail, Wampsville*

The sheriff is G. M. Chapman.

A very satisfactory condition of cleanliness prevailed in all parts of the jail. There is now a 30-acre farm, and all men are kept busy on the farm and jail grounds. There is a good library. A prison doctor is on call. No sheets or pillow cases are supplied except in the hospital rooms and women's quarters. The general practice throughout the State now is to provide sheets and pillow cases for all prisoners. Madison county jail, which is one of the best, should not be lacking in the matter of sheets and pillow cases. A fire-proof stairway from floor to floor should be built.

#### *Monroe County Jail, Rochester*

The sheriff is Andrew Wildman.

The condition of cleanliness was satisfactory. Sheets and pillow cases should be furnished for grand jury prisoners. Most of the toilets should be re-painted and generally renovated. Three drug addicts complained to the inspector that they had been in the jail thirty days and had not seen a physician. The sheriff said one or two of them were old offenders, but sent for the jail physician at once. The jail is used principally for the detention of prisoners awaiting the grand jury or for trial. Sentenced prisoners are sent to the penitentiary. All prisoners are exercised outdoors every day. It was gratifying to find that the old cells on the upper floor in the old part of the jail have been removed, and that part of this space is now given over to good hospital quarters, and the other for civil prisoners.

#### *Montgomery County Jail, Fonda*

The sheriff is Alfred McLaughlin.

The cleanliness throughout the jail was not satisfactory. This is a new jail, and uncleanness should not be tolerated. The sheriff was ill, and most of his work, both in and outside of the jail, was done by the under-sheriff, who is assisted in the jail only by the cook and an engineer. These two assistants are of little value in dealing with the prisoners.

There is still the need for the establishment of reception quarters, as pointed out in our previous reports. There should be bathing equipment and a fumigating apparatus. After the prisoners bathe, they should be given a jail uniform, consisting of overalls and jumpers, and then assigned to a cell in the jail proper. Their clothes should be fumigated and not returned to them until they are

released. A section of the basement should be used as a mess-hall. This plan has been adopted in the county jail at Troy and elsewhere. The services of a matron should be assured. The jail yard, which has never been of any use, because it is not reasonably proof against escape, should be improved so as to allow for the exercising of prisoners in the open.

Section 92 of the County Law should be observed, especially as to minors. At the time of this inspection a young boy was in the same section with adult prisoners.

#### *Nassau County Jail, Mineola*

The sheriff is Charles W. Smith.

Cleanliness prevailed in all parts of the jail. Inmates are required to bathe upon admission and thereafter twice weekly. They are also provided with jail clothing upon admission. Sentenced prisoners work on the farm and around the county buildings. Three meals are served daily. The prisoners had no complaints to offer relative to the food or their treatment.

This jail has been criticized for some time because of inadequate accommodations for a large number of prisoners. Some changes have been made which enable the sheriff to comply more easily and satisfactorily with the law relative to the classification and separation of prisoners.

#### *Oncida County Jail, Utica*

The sheriff is A. W. Pickard.

This jail, like the one at Rome, is antiquated, and should be replaced by a new one to be located at a convenient place in the county. In all our previous reports we have urged the discontinuance of both jails. General condition of cleanliness was fair. Many of the prisoners are sent to the county farm. There have been several recent attempts to break jail. This, of course, has resulted in very close

supervision. Prison clothes should be furnished the men upon admission; their own clothes taken away and fumigated and only returned to them on their departure. This would add to the cleanliness of the prison. There is a good library; and a jail physician is on call. The health of the inmates seemed good, and there were no complaints. Religious services are held every Sunday by the Rescue Mission. It is very necessary that a civilian cook be employed. Fresh vegetables and milk are received from the county farm. The present heating system is thirty years old and very inadequate. The plumbing system is almost worn out.

#### *Oncida County Jail, Rome*

The sheriff is A. W. Pickard.

The jail was reasonably clean throughout. Oncida County should discontinue the use of two inadequate non-fire-proof jails and construct a new one midway between Rome and Utica, to provide healthful living quarters and also for the proper separation and classification of prisoners. The new jail should be located on a site sufficiently large and of such character to permit farm work by prisoners. An immediate need in the Rome jail is a hot water heater. There is also need for painting in the women's quarters, trustees' room, jail office, and the kitchen. The bed springs also throughout the jail should be painted. Some progress has been made apparently in accordance with recommendations by the Prison Association: toilets and shower-baths have been installed, and also bathtubs in the women's quarters. Laundry tubs have been provided in each corridor. Inmates are no longer permitted to handle their own money, but must deposit it with the jailer and draw it out as needed. The old kitchen has been done away with and nothing remains in the cellar but the old boilers.

Venerae disease cases are isolated. No buckets are used in any part of the jail. Prisoners are made to bathe at the time of admission, and weekly.

*Onondaga County Jail (Branch), Syracuse*

The sheriff is Edward G. Ten Eyck.

Cleanliness prevailed throughout the jail. The sheriff promised to arrange for more reading matter, and also for religious services. There is still need to provide jail uniforms, to make for the personal cleanliness of the inmates and also for the general cleanliness of the jail. Gratings should be placed on the jail windows to prevent escapes and the passing of contraband articles.

It was stated that the authorities are planning to install shower baths, the need of which has been mentioned frequently in our previous reports. Also to open up the partition on the first floor, between the two sections on that floor, to permit better observation of prisoners.

*Ontario County Jail, Canandaigua*

The sheriff is R. H. Gulvin.

Conditions of cleanliness and segregation in this jail were satisfactory. The old stone shed was being turned into a garage by inmate labor for county use. Work on the stone quarry has been abandoned. In our previous reports it has been necessary to criticize the stone-breaking as an unprofitable and unconstructive utilization of labor. Inmates work on the county poorhouse farm, the county grounds, and in the new jail garden. The third floor of the jail is not being used for inmates, but the wooden stairway from the second to the third floor should be replaced, as stated in our previous reports, with an iron one. There is a jail library. A jail physician is on call; and religious services are held every Sunday by the Salvation Army. The old agate-ware eating utensils are fast

wearing out. It would be well to replace them with aluminum for both cleanliness and durability. Sheets and pillow cases should be furnished inmates. The consideration of placing outside wire mesh screens on windows of west corridor, first floor, to prevent the passing of articles from the outside, is offered. The inspector was informed that the prisoners' clothes are sterilized on entering the jail, and that they are then supplied with prison clothes, overalls and jumpers, and their own clothes put away until they are discharged, as per our previous recommendations.

*Orange County Jail, Newburgh*

The sheriff is W. M. Leonard.

A satisfactory condition of cleanliness prevailed in this jail. Prisoners are used in keeping the county grounds in order and work on the county farm. On the day of inspection the board of supervisors met and decided to close this jail because of the small number of prisoners. The one at Goshen will be used.

*Otsego County Jail, Cooperstown*

The sheriff is Benjamin F. Van Zandt.

There is a small library; and religious services are held occasionally. A jail physician is engaged. The inmates are kept busy working on the county grounds and buildings and on the county farm. Sheets and pillow cases are furnished in this jail, and a satisfactory condition of cleanliness prevailed. Wire mesh screens should be placed on the outside of windows on the ground floor to prevent communication from the outside and the passing of articles.

*Rensselaer County Jail, Troy*

The sheriff is Buddington Sharpe.

An exceedingly unsatisfactory condition of cleanliness prevailed at the time of inspection, especially on the first



floor. The condition of the inside of the cells was loathsome. The mattresses were badly soiled, torn, and covered with vermin. The spaces underneath the mattresses were used as scrap baskets. The utility corridor was filled with refuse, newspapers, etc. This is practically a new jail, and there is no good reason for uncleanness. The sheriff is responsible for this condition, and it is up to him to see that the jail is clean.

The segregation of male prisoners was absolutely disregarded. However, the provisions of the law were carried out before the inspector left. The women's department was very clean and in good order; also the kitchen and the sheriff's office.

*Richmond County Jail, Staten Island*

The sheriff is William K. Walsh.

All parts of the jail were clean. The inmates are kept at work as much as possible during the winter at cleaning and painting. In the summer there is some work in cultivating the small garden. There is a prison physician on call, although every new inmate is not examined at the time of admission; this should be done. The supply of hot water is inadequate and the necessary apparatus should be installed. Several of the men awaiting trial had been held 192 days, owing to the fact that there is no summer session of the grand jury. Several years ago it was arranged, pursuant to our suggestion, to hold a summer session of the grand jury if the population warranted it. More frequent sessions should be held. A jail wall or a fence should be built so as to permit outdoor exercising of prisoners.

*Schenectady County Jail, Schenectady*

The sheriff is David Manning.

The jail was very clean throughout, and it is evident that the management is striving to comply with all the require-

ments. Only two meals a day are served: one at 9 A. M. and the other at 2 P. M. While the quantity served at each time is apparently sufficient, nevertheless the practice which prevails in practically every jail in this State, of providing three meals daily, should be followed. The jail yard should be used regularly for the exercising of prisoners. A mess-hall should be established in the basement so as to do away with the serving of food in the cells. This has been successfully tried out in other jails.

*Seneca County Jail, Waterloo*

The sheriff is Charles D. Seeley.

The jail is usually in charge of the under-sheriff, the sheriff spending most of his time at Ovid. Mr. O'Connor, the under-sheriff, has been doing the sheriff's work for some years. The cleanliness and general equipment were very satisfactory. The system for the treatment and care of prisoners upon admission is exemplary.

*Schoharie County Jail, Schoharie*

The sheriff is George Oliver.

This exceedingly small, old-fashioned jail remains. Cleanliness prevailed at the time of inspection. There is need for paint on the iron-work throughout the jail.

*Suffolk County Jail, Riverhead*

The sheriff is John F. Kelly.

Cleanliness and order were found in all parts of the jail. The inmates had no complaints to offer as to their treatment. Religious services are held every Sunday. There is a jail physician on call. The jail yard is not regularly used for the exercising of grand jury prisoners. Some of the sentenced men are sent to the county farm daily and are returned to the jail at night. It was stated by the sheriff that upon admission all prisoners are examined

by the prison doctor, bathed, and given jail uniforms. In accordance with our previous recommendations, sheets and pillow cases are now provided for inmates. There is a paid matron on duty.

#### *Tioga County Jail, Owego*

The sheriff is Arthur E. Hunt.

The jail was clean throughout. The sheriff's wife does the cooking for the prisoners but does not act regularly in the capacity of matron, so that very frequently the female prisoners are under the direct care of the undersheriff. This condition should not prevail. Most jails now have a matron. This is a modern-type jail, and should be further improved by the installation of a washing machine.

#### *Tompkins County Jail, Ithaca*

The sheriff is Charles Green.

The jail has recently been painted throughout, and at the time of inspection cleanliness prevailed. Three meals are served daily, and the prisoners seemed satisfied with the food and their treatment. A grand jury prisoner and a man serving a sentence were found together in the same part of the jail. This, of course, is a violation of the law, and was brought to the attention of the sheriff, who promised to separate the men.

#### *Ulster County Jail, Kingston*

The sheriff is Wright J. Smith.

This jail was clean. No complaints were made by the prisoners relative to food or treatment. The jail has been recently painted and new toilet seats installed. The latter improvement has been a long-standing need, as pointed out in our previous reports. This improvement is gratifying to us.

#### *Westchester County Jail, White Plains*

The sheriff is C. E. Nassitter.

Although this is an old jail, it has always been gratifying to find a high condition of cleanliness throughout. Prisoners receive three meals daily; and there is a jail physician on call. Religious services are held regularly. There is a good library. There is need for more paint on the iron-work. It was stated that this has not been done for eight years. The inspector found three minors in the institution: one, under indictment for murder, was isolated from adult prisoners; and another, under indictment for murder, was with adult prisoners on the upper tier; the third, indicted for burglary, was also with adult prisoners on the lower tier. The warden informed the inspector that this was done by order of the district attorney, who wished to separate the boys, and that he had followed instructions as best he could with the facilities available. While in this instance the separation of the boys was probably necessary, it is very important that as a regular procedure section 92 of the County Law, relative to the separation of prisoners, should be strictly observed.

#### *Wyoming County Jail, Warsaw*

The sheriff is John Simons, Jr.

All parts of the jail were clean. A jail physician is on call. The shed immediately adjoining the jail on the north side is unsightly; presents a fire danger and shuts out much light. It should be removed. This has been recommended in all our previous reports. The county should begin condemnation proceedings if the owners of the shed refuse to remove it. The tubs in the laundry are worn out and should be replaced by new ones. Prisoners, upon admission, should be examined by a physician, and after thoroughly bathing should be supplied with a jail uniform,

consisting of overalls and jumper, and their own clothing should be fumigated and stored away until the time of their release.

*Monroe County Penitentiary, Rochester*

The superintendent is William H. Craig.

There have been no changes in the physical equipment of this institution. Cleanliness prevailed throughout. The farm used in connection with the penitentiary provides employment through the year for a limited number of prisoners. In addition to about 450 acres, mostly under cultivation, there is a herd of 53 Holstein cows, 175 hogs, and about 1,000 white leghorn hens. The farm is equipped with a model cattle barn, hen house, and stable, all kept in perfect cleanliness and order. The superintendent is to be commended on the conduct of this branch of his activities.

According to the superintendent's 1919 report, this farm showed a net profit of \$12,345.21.

The number of inmates on the day of inspection was small, consisting of 61 men and 5 women. A small number of the above were minors. Due to shortage of help on the farm this summer, the keepers were obliged to turn in and work.

The plan for an indeterminate sentence law, embodied and recommended in our 1916 report, has not been put into effect.

The minors are not separated from the adults during the day. The superintendent claims that this was done when the population was larger. He and his assistants are well aware of the law regarding this, but are not complying with it.

There seem to be adequate bathing facilities, and your inspector is informed that each man has an individual towel.

The old practice of the principal keeper acting as a doctor and examining the new admissions still prevails.

No matter how skillful the head keeper may be, we still feel that a physician, drawing a salary from the county, no matter how small, should make daily visits and should examine all new admissions. Should the population increase materially, we believe there should be a resident physician attached to this institution. It is claimed by the authorities that there is very little sickness here, and that there have been only four deaths in twelve years.

It was pleasing to find no bugs in the cells.

The use of dark cells for solitary confinement, it was stated, has been abolished. The superintendent told the inspector that he put the refractory prisoners in striped suits for punishment, and found this method of discipline most effective. While this is much better than solitary confinement in dark cells, it should only be used, if at all, after trying other methods, such as deprivation of letter writing, visits, etc.

An electric power mixer has been installed in the bakery on our recommendation. The bread and rolls for the jail and other county institutions are baked in the penitentiary and seem to be of excellent quality.

The engineer is still acting as Bertillon clerk. We have made numerous recommendations for the employment of a Bertillon clerk.

The superintendent informed the inspector that sufficient periods for conversation and relaxation were allowed the inmates. There were no complaints regarding this. Some of the inmates criticised the food, but on investigation this criticism seems unwarranted.

The agate-ware eating utensils are chipping very badly, making them unsightly. Aluminum ware is preferable.

*Onondaga County Penitentiary*

The superintendent is C. H. Livingston.

A condition of cleanliness and order prevailed throughout the institution. No arrangements are made to provide

book-schooling for minor offenders. The practice of clipping the hair of all inmates upon admission to the penitentiary seems quite unnecessary. It is not practiced in the State prisons or any other penitentiary in this State. The jail prisoners should be permitted to use knives and forks. The present precautions seem quite unnecessary. Prisoners in the State prisons and reformatories are allowed the same type of eating utensils as are provided to free people. The penitentiary prisoners in this same institution are allowed to use knives and forks. Work on the farm, quarry, and the roads should be further developed. Outdoor exercise should be allowed for women prisoners.

*Auburn Prison For Men, Auburn*

The warden is Colonel E. S. Jennings.

The antiquated cell blocks are still in use. New cooking equipment should be installed because the present outfit is badly worn and inadequate. It seems necessary that a physician be at the institution at all hours. Under the present plan, the physician and his assistant are present only during the day and are subject to call at night at their homes outside the prison grounds.

There is need for better accommodations for visitors. On the day of inspection there were from fifty to seventy-five visitors who had to wait and visit with the prisoners in a very small anteroom.

In accordance with recommendations made in our previous reports, the following improvements have been made: Better ventilation in the bake-shop; cookies and cakes are no longer stored in the kitchen; the kitchen is now free from roaches. The gallery rails in the north wing have been reinforced and the cell walls are being enameled white. The mattresses and blankets are being sterilized; new toilet compartments are being installed in the shop buildings; automatic sprinklers have been provided in

the dye and wool shops and work is under way toward providing safety devices on the various kinds of machinery in the shops.

*New York State Reformatories at Elmira and Napanoch*

The superintendent is Dr. Frank L. Christian.

The population of both institutions during the year continued much below the former averages. The daily institutional activities were necessarily reduced because of the small number of prisoners. The reduction in population has been due to the good industrial conditions and also to the wider use of the probation system throughout the State. The latter cause has not only affected the institution numerically, but has also brought about a distinct change in the character of the young men coming to the reformatory. It is now claimed by the superintendent that the type of young men received is much inferior to those of former years.

Excellent work has been conducted by the department of research of the institution in determining the mental and physical status of inmates and in a study of their social life. The information thus gained has not only been put into practice in the treatment of the boy in the institution but has also been used in dealing with the boy during his period of parole. This is a decided forward step, and the practice should be adopted in all reformatory institutions. It is quite important that the inmate undergoing treatment should be thoroughly known to the staff, if a sensible and intelligent treatment is to be administered.

The old stone cell blocks are a drawback to the institution. Of course, it will require considerable money to install an up-to-date cell block, but eventually this should be done. Additional farm land should be acquired. The interior of the cells should be painted instead of white-washed.

Some progress has been made in accordance with recommendations in our previous reports: 176 toilets have been installed in cells, and work is going on to make the same improvement in 275 additional cells.

The following institutions are under the control of the Department of Correction of the City of New York. The Commissioner of the Department is James A. Hamilton.

*Penitentiary, Blackwell's Island*

The warden is Joseph McCann.

This is the receiving and classification station for the Department of Correction of New York City. Upon admission, clothing and valuables of the men are removed and stored; after bathing, they receive prison clothes and are examined by the hospital staff. They are then brought before the warden, who questions them in regard to their qualifications for work, family history, etc. On the basis of this examination, the warden designates the place and work for which the individual is best fitted, and forwards his findings to the New York City Parole Commission. That body interviews the man, then further investigates if necessary, and at a meeting of the Board votes on the number of marks to be given. For those sentenced to the penitentiary, the approval of the committing judge must be obtained prior to release.

The drug addicts are sent to Riker's Island, older tubercular patients to Hart's Island, and the younger tubercular patients to the New York City Reformatory at New Hampton Farms, Orange county.

The old bucket system is still used, and toilets in each cell are badly needed. The cells are very small. We are informed that new mess-tables have been allowed and are

to replace the old ones. The cleanliness throughout the institution was most satisfactory.

There is a serious shortage of keepers. Additional and younger men are needed. The present night force is inadequate.

Some farming is done. All industries, except the manufacture of spindle brushes, have been removed to Hart's Island.

There is a good library which is well patronized. The warden gives it his special attention.

A good commissary system is in operation. All the bread is baked here for the different institutions in the department, except the New York City Reformatory which is removed from the city limits.

The hospital is well equipped. There is a resident doctor, and three resident internes. Also a dentist who does all the work at the penitentiary at Riker's and Hart's Islands. There are also three visiting surgeons of high standing, and all major operations in the department are performed at the penitentiary hospital.

The punishment cells have adequate light and air and are said to be seldom used.

The inmates suffering from venereal diseases are in a wing by themselves, and their food is carefully handled.

A matron comes down each morning to search women visitors, to prevent the smuggling of drugs or other contraband.

*Municipal Farm, Riker's Island*

The warden is Harry C. Honeck.

Only drug addicts are sent here to serve sentence. There were 279 on the day of inspection; 116 of these were from the penitentiary and 163 from the workhouse. About 45 of this number were in the hospital. There is only one resident physician, and no medical or nursing assistants.

At least two additional physicians, three nurses, and three orderlies are needed; and also the services of a dietitian. There is apparent need for an increased number of keepers. At present, one keeper has charge of a dormitory of 75 inmates at night. This is a serious situation which is further aggravated by the lack of proper patrol of the island during the night.

The keepers complain of long hours and insufficient pay. The lighting facilities are so bad that the inmates find it difficult to read during the late afternoons and evenings of the winter months. The warden is endeavoring to discharge his duties satisfactorily and to make progress with the construction work.

#### *Branch Workhouse, Hart's Island*

The warden is Michael Breen.

On the day of inspection the population was 582. Quiet and order prevailed and most of the prisoners were at work. The old dormitory buildings which have been in use for more than fifty years are usually overcrowded. In some instances the space between the beds is only about twelve inches. Due to a shortage of keepers, there is only one keeper in each dormitory at night. There should be two keepers in each dormitory.

The establishment of a pavilion for tubercular patients is one of the best improvements that has been made on the island for many years. The resident physician has taken special interest in this work and seems to be making the utmost effort to obtain the best results. Patients receive as many as four eggs and a quart and a pint of milk, each, every day. The doctor stated that 52 per cent of the cases become arrested during an average stay of six months. There is need for three hospital assistants to work with the doctor. In addition to the present accommodations, a wing should be built on the east side of the

pavilion corresponding to the west wing, to be used for the segregation of the very sick tubercular prisoners, who now endanger by reinfection the lives of those not so well, and who also need more rest and quiet than they can obtain at present in the large ward.

There should be seven additional keepers for the night supervision of dormitories, also two keepers should be available to patrol the shores. Additional keepers are needed in the shops during the day. The warden stated that it would be of benefit if the steamboat "Correction," which comes to the island each day, were cleaned by the crew instead of by inmates of the institution, so as to prevent the smuggling of drugs and other contraband.

Many of the agate-ware eating utensils were badly chipped. Aluminum ware, for both cleanliness and durability, is suggested. The walls in the dormitories of the administration building are still in bad condition, and there is no use to repair them until repairs have been made on the roof. More towels, sheets, and pillow cases are needed.

Building No. 2, which has been described in our previous reports as unfit for use and a fire danger, has been demolished.

Inmates are permitted to purchase tobacco from the Commissary. It would be humane to furnish the old men on the island with free tobacco up to fifty pounds a month, in the aggregate.

Religious services are held regularly by the different chaplains. There is a good band, and there are about ten baseball teams. The men have movies in the winter months, but in the summer prefer outdoor recreation. There is a good library which seems well patronized.

It is important that the city arrange for additional cemetery ground, as it is estimated that the remaining available space will be sufficient only for about six months.

*Workhouse, Blackwell's Island*

The superintendent is Mrs. Mary M. Lilly.

This institution is designated by law as a hospital, but is really used as a prison. The population consists of whites and blacks, some of whom are feeble-minded, tubercular, drug addicts, and venereally diseased. Some of the drug addicts are held on voluntary commitments. The number of prisoners varies from 200 to 250. Young and old women are confined for a period of from five days to three years. The old cell block was built in 1852 and contains 104 cells. The cells have large windows but no toilet accommodations or running water. The building is decidedly non-fire-proof. While some effort is made to separate the tubercular and the drug addicts and those suffering from venereal diseases, by assignment to separate tiers at night, yet there is unpreventable commingling during most part of the day. Satisfactory segregation and classification is wholly impossible in this old building. Inmates are locked in their cells from 4:30 in the afternoon to 6:30 in the morning, and are allowed only half an hour daily for open-air exercise, when the weather permits. The absence of satisfactory toilet accommodations, and the placing of more than one person in a cell for such a long period, and under very limited supervision, is unhealthful and a detriment to reformation. There is no compulsory school of letters, nor is there any effort toward vocational training other than a slight attempt at sewing. There is nothing in the daily routine which tends toward the education and moral betterment of the offender. Only recently a library was installed. There is an inadequate number of keepers.

Continued delay in the completion of the buildings at Greycourt, and the south wing of the workhouse, is the basis for strong criticism of the present administration.

There has been too much delay in making necessary appropriations.

*Raymond Street Jail, Brooklyn*

The warden is Robert Barr.

A satisfactory condition of cleanliness prevailed throughout. The inspector was impressed with the quiet and order in the institution. This prison is only used for prisoners awaiting trial. Many of them were engaged in reading. There is a good library. A coat of bright paint was being applied on the iron-work and side walls throughout the prison.

Owing to the fact that the Cumberland Street hospital has no prison ward, it seems most urgent that a small emergency hospital be established in the prison to take care of acute cases, especially during the night. The work on the warden's house should be continued. A screen for visitors, similar to the one used in the male prison, should be constructed in the women's department. In accordance with our previous recommendations, the plumbing system has been overhauled. New bathing facilities and wash-tubs have been installed. Prisoners serving sentence, who were assigned to this institution to work, are given the same outdoor exercise privilege as the court prisoners. The cleaning and distribution of blankets is properly attended to. Sheets are supplied to all prisoners. The warden has given special attention to library facilities. New books are received every Tuesday.

*City Prison, Queens*

The warden is Frank W. Fox.

Satisfactory cleanliness and order prevailed in this institution. The present plan of feeding the inmates at benches on the ground floor of the cell block would be more satisfactory by the construction of a new building to include

a mess-hall as well as a kitchen. There is an inadequate number of keepers, which results in long hours and over-work for the present staff. There are no screens to keep out flies and mosquitoes except in the kitchen and store-room. These should be furnished throughout the entire prison. In order reasonably to assure the safe keeping of inmates, electric lights should be placed in the large prison yard and on the wall. At present it is necessary to send the blankets to the penitentiary, because there is no sterilizer in the prison. A small sterilizing apparatus should be installed for the clothing of prisoners as well as for blankets, etc. Daily, when the weather permits, prisoners should be allowed to exercise in the yard. Conversation with numerous prisoners did not bring forth any complaints as to food and treatment.

*City Prison (Tombs), Manhattan*

The warden is John J. Hanley.

The population in this institution during the year has been unusually low. Painting is now being done. This has been a long-standing need. The atmosphere of the institution is so gloomy that the impression is always given that there is more need for cleanliness. However, it does seem that the warden, who is a very conscientious man, is trying to do good work under very difficult circumstances. The institution has been in use for some time, and if it were to be rebuilt, many changes would be made. There was a complaint from some of the matrons in the women's quarters as to the number of hours a day which they are compelled to work. Their contention is that the same number of working hours do not prevail for all matrons in the department; for example those in the Kings and Queens County jails work only eight hours.

*Sixth District Prison Pen, 161st street near Third avenue*

The warden is Peter Mallon.

This prison is in the basement of the Courthouse building. The quarters are dark and gloomy. There is some dispute as to who should do the janitor work. The janitors of the Courthouse building feel that the employees of the Department of Correction should be held responsible for the cleanliness of the pen quarters. This results in the general neglect, a condition which should not be tolerated. No matron is assigned, and there is no place for women prisoners to sit except right out with the keepers and the sheriff's representatives. This is distinctly bad; it is likely to cause an injustice to both women prisoners and the male employees.

Painting is needed throughout. The toilets need to be disinfected and thoroughly cleaned and painted. A matron should be appointed without delay, and a space set apart for toilet facilities for women prisoners.

*Seventh District Prison (55th St.) New York City*

The keeper in charge is George S. Anton.

Witnesses are no longer held in this prison. Due to the illness of the head keeper and the death of one of his assistants, there has been a serious shortage in the staff for some time. This has worked hardships among those members of the staff who were able to be at work.

The plumbing in many of the cells is defective, and the basins are badly worn and unsanitary. Aside from the toilet bowls, a satisfactory condition of cleanliness prevailed throughout the prison. The inmates offered no complaint as to food or treatment at the time of inspection.



## RELIEF BUREAU

REPORT BY ROSWELL SKEEL, JR.

"Why spend money on the wife and children of a law-breaker? If he does not think enough of them to keep out of jail, let them go! It is an avoidable situation."

This is what a friend said of "my job." He had quite lost sight, however, of the dual purpose of sending an offender to prison, that is, punishment and bringing him out better than he goes in. What could make a man more hopeless and anti-social than to deprive his wife of her children and thus break up his home, when she is entirely blameless? And who is more in need of a helping hand than the young mother, suddenly deprived of support, depressed and humiliated by the disgrace of having her husband in prison, and often so saddened at heart? Many a one has broken down before me, saying, "I just feel as if I could not stand it any longer, unless I have some one to help me." It is the tragedy of the convict's wife.

"Twenty years to life" is what the lawyer told young Mrs. A., as she stood outside the courtroom door waiting for the words she could not hear. Her husband had been "away" some time, when we found her living in one small room in a cheap rooming-house with her little daughter, two years old. She was working in a factory for twelve dollars a week. She "had lost fifteen pounds since he went away," and her health was failing. We paid her rent for a while, when she was too ill to work full time. Through our advice and plan she secured a place at service with her child, in the country not very far from the prison. She is now well and comparatively happy.

The husband of young Mrs. B., "doing five years," asks to see me on one of my visits to the "Bastille-on-the-Hudson." He says his wife is sick and in need. He

never took out any naturalization papers, so she cannot get state aid. She calls during office hours with her infant child, in answer to my letter. She is a frail little thing, twenty years old, and her baby of seven months looks but a month old. She is living with her parents, but as she married against their wishes they are "sore on her," as she expresses it, and won't keep her unless she pays. She pawned everything she had, and cannot work because the baby is so delicate that he needs her constant care. She says she has no appetite, and that her nerves have gone to pieces. We secured admission for the baby to a hospital where it is being treated for improper feeding, and have requested its admission to an infant's convalescent home for observation and convalescent care. The mother has gone to work in a factory as a learner on bead work. We have sent her for examination to a physician who is a personal friend of the writer. He reports that he can find no organic disturbance, and that her run-down condition is probably due to the change in the circumstances of her life. She will not go to the country, insisting that once the baby is getting better and is cared for she will be able to work "right along." But through a gradually increasing influence over her we hope finally to send her to the country for the rest she so much needs.

Young Mrs. F. lives with her little girl in two rooms. She has an allowance of eighteen dollars per month from the Board of Child Welfare, and a charitable society also helps her. In a fit of rage her husband threw her out of the window, so injuring her spine that she has to wear a plaster cast, and she will probably be a cripple for life. She is so discouraged that she will hardly listen to a word of cheer. But we shall ask some one of our friends to take her out for an automobile ride, and we shall back up the nurse in trying to persuade this poor girl to take up some handicraft, and I will see her husband when I

go to the prisons up the State, and ask whether his relatives will not help pay the storage bill on the furniture.

We have a hundred or more families to whom we are giving money or counsel and advice, and for many of whom we are making plans to improve their condition. They come to us with every kind of request, even to the young wife who says: "Tomorrow you are going to see my husband in Dannemora. I have written him about everything, but he wants to have a talk with you. He has not seen me in ten months. Please tell him I am still a good-looking girl." Another one of our young mothers, who has one child at home and one committed to an institution, comes in to say that it is three months since she has seen the little one who was committed and boarded out, and she is so worried she does not know what to do. A telephone message to the institution arranges that young Mrs. R. shall see the baby next Saturday. "Oh, I am so glad!" And she goes on her way rejoicing.

Another wants a separation from a worthless husband; another needs an operation. We consider all the children in our families from the health viewpoint, and frequently they are referred for operations or medical examination or convalescent care. Sometimes we have to take them ourselves to the clinics. In short, we endeavor to have these young mothers feel that we are their friends, and that they may ask our help or advice in all matters. *The demand upon us for relief for these poor families is far in excess of our supply of money, so we are constantly compelled to apply to other organizations to supplement our own funds.*

I make periodic visits to the New York penitentiaries on Blackwell's and Hart's Islands, and to Sing Sing, Great Meadow, and Clinton prisons. Great Meadow prison is at Comstock, about seventy miles north of Albany; and Clinton is at Dannemora, about twenty miles west of Plattsburgh. I see all the prisoners in whose families we are

interested, and a good many new applications for assistance for prisoners' families are made during these visits. On a recent visit to Sing Sing one of the guards said to me, "There are ninety waiting to see you, so you had better hustle." At my last visit to that prison I arrived at 9 o'clock, and did not see my last man until about 6 o'clock in the evening. I must steadfastly refuse to take up the cases of the many who are "innocent," to "write to the Governor in their behalf," or to appeal to the Superintendent of Prisons to "get me back from Dannemora to Sing Sing, so I can see Mary and the children." The prisoners who know me know my stand on these questions. All kinds of messages and instructions are sent to their families, of all of which I make a note so they shall not be forgotten.

We have several families whose husbands are confined in the State Hospital for Insane Criminals at Dannemora. The wife of one of these men, Mrs. W., has steadily refused to believe that her husband is insane, and has persisted in believing that he is soon coming home to take care of her, so that there is no necessity of her making definite plans to secure permanent work and care for herself. This man showed me several pieces of bread which he took from his pocket, declaring that they were poisoned; and produced from his other pocket a large wad of paper which he said he used to cover his mouth, when he went to bed, to prevent being suffocated by the fumes of the chloroform which the keepers nightly poured in his bed. I had a long conversation with him, and after repeating it in detail to his wife, I believe that she is so nearly convinced of his insanity that she will now go to work and maintain herself.

Another man in whose family we are interested spent a year and a half in the condemned cells awaiting electrocution, and was then declared insane by a commission in lunacy. His wife asks me to see him, and to tell her how

he is, and she asks whether he will be electrocuted if he regains his reason.

All the prisoners who are tubercular are sent to the new hospital in Dannemora. As soon as a wife knows that her husband has been transferred there she is, of course, most anxious to know of his condition, and I am able to get reports on the health of each man when I visit at this hospital and see the superintendent or the doctor. In some instances, where the wife is very anxious to get the husband out and he is very anxious to come out, I strongly advise his staying until his lungs are healed, explaining that he could not be in a better place to effect his cure if he were free and were sent to some sanatorium. This hospital is modern and is well run, and the air is very salubrious.

After the husbands come back from prison, my aim is to pay occasional friendly visits to the home, with a view of having all the family feel that if anything goes wrong, or they have need of any help, they are to come to see me or send for me. The whole purpose of our Relief Department is to care for the prisoner's family and his children and to keep his home together, thereby influencing him to go straight after his release. I tell all the men when they come home that it will be a real personal grief to me if they again commit a crime. Of the 43 discharged prisoners who have come home in my term of office, only one has gone back to prison, and he is a drug addict. How much my influence may count with these men it is impossible for me to say, but they always seem glad to see me.

Perhaps our readers will be interested to know of the law which went into effect on July 1, 1920, providing that the children of a prisoner confined in the State prison under a sentence of five years or more are eligible for an allowance from the Board of Child Welfare if the prisoner is a citizen or has taken out his first papers within five years of the date of his sentence. We posted a notice in

three of the prisons about this law, saying that applications by the prisoners could be made to me for the allowance. So far, we have sent 79 prisoners' wives to apply for these allowances. Awards have been made totaling about \$1,700 per month, or about \$20,000 a year. Seven applications have been disallowed, because of the mother's being adjudged self-supporting, and one application was disallowed because of the mother's being adjudged an improper guardian. Our services have consisted in instructing the mother how to secure the papers and giving her information necessary to present her claim, and in looking up birth or marriage certificates and naturalization papers, and in preparing affidavits. In one instance we discovered that a young couple having two children had not been married. With the aid of the Catholic chaplain, the prisoner was brought down to New York under guard and married in church.

Through some special donations we have been able to secure the very efficient services of Mrs. Alice F. Hore as assistant visitor for our Relief Department. For twenty years she was on the visiting staff of the Association for Improving the Condition of the Poor. As volunteers, Mrs. B. Talbot B. Hyde and Mrs. Alfred Adler have given us very helpful and efficient services.

The cases in our office records are divided into four classes: Those to whom aid is being given or has been given; those to whom counsel and advice has been given, but no money; those who have been sent to the Board of Child Welfare; those in which the man is at home from prison. At the present time we are carrying as open cases 205 different families, of whom most are receiving from us counsel and advice. Many of our closed cases will come back to us for some kind of help or advice.

Our territory covers all of Brooklyn and the Bronx and Long Island City as well as Manhattan, so that we often have long city distances to travel between visits. During

the period covered by this report 1252 visits were made to families, relatives, men in-prison, and agencies. We are in constant co-operation with the Association for Improving the Condition of the Poor, the Charity Organization Society, the United Hebrew Charities, and the Henry Street Settlement Nurses, as well as other agencies. Our work includes a great deal of detail and correspondence. In spite of occasional failures, we feel that it is well worth while. In addition to material assistance when needed, our aim is to cheer and encourage and to protect these young women and children, and in a great many instances we know that we succeed. And we have faith that our efforts will to some extent reduce crime, and to such extent the taxpayers' bills for the support of prisons and prisoners will be reduced. But we are inspired chiefly by the knowledge that we are fighting the demon of human misery, and helping to increase the sum of happiness and well-being.

#### LEGISLATIVE ACTIVITIES

The legislative activities of the Association are centred at Albany during the session of the Legislature. They consist in appearing before the various committees of both houses in support or in opposition to bills in which the Association is interested. Also in personal contact with members of both houses, relative to bills.

At the request of the Prison Association, three bills were introduced—one providing for the commitment of misdemeanants to the Elmira Reformatory (see page 26). The second, a bill repealing section 1940 of the Penal Law, and amending section 1941 by striking out all reference to petty larceny. This bill became chapter 571, and its purpose is to remove the conflict which existed between the two older sections and section 2189. Sections 1940 and 1941 in their original form permitted the sentencing of a person who had previously been convicted of a misdemeanor to

a definite sentence in a State prison upon conviction for felony. This was contrary to the provisions of the later section, 2189, which provides very definitely that a person convicted for the first time of a felony shall be sentenced on an indeterminate sentence. The third bill, which now constitutes chapter 726, was in behalf of a young man who lost his arm while working in the weave shop of one of our State prisons. This new law authorizes him to present his claim against the State to the Court of Claims. It was alleged that he had been commanded by a prison keeper to perform a hazardous task. In obeying this command, through no carelessness of his own, he lost his arm. Had he been employed by a private manufacturing concern, he would have been well provided for by the Workmen's Compensation Act. This act, however, does not apply to inmates of penal institutions; and therefore, in order to obtain compensation for the prisoner, it was necessary to invoke legislation.

The Prison Association supported the following bills, which were enacted into law:

1. An amendment to sec. 18, Article 6, Constitution, authorizing the Legislature to establish children's courts and domestic relations courts, as separate courts or parts of existing courts, and to confer upon them such jurisdiction as may be necessary. The chief feature of this amendment will be the establishment of a procedure similar to that used by the English Courts of Chancery, that is, a non-criminal procedure adhering to the broader rules of equity rather than to common law.

2. Chapter 53, which amends the Mental Deficiency Law, is in relation to the State Farm for Women. The law transfers the jurisdiction of the State Farm for Women at Valatie to the Commission for Mental Defectives.

3. Chapter 35. This is a law removing the arbitrary restrictions as to the number of guards that shall be

available for a certain number of prisoners at each prison. The restriction was unnecessary and was the cause of confusion.

4. Chapter 170 amended the Prison Law permitting the employment of inmates of State reformatories on the public highways.

5. Chapter 513 amended the Prison Law increasing the compensation of guards in the State prisons and reformatories, and of attendants in State hospitals.

6. Chapter 847 amended the Penal Law in relation to the commitment of juvenile delinquents. It provides that when a juvenile is convicted in any place or locality where there is a humane society, or other similar organization or association with authority to care for children, such children shall be temporarily committed to such society or organization until conveyed therefrom to such institution. It further provides that if there is no society, organization, or association available for the detention of such children, it shall be the duty of the officer charged with the conveyance of such child to said institution to cause the child to be conveyed thereto immediately.

7. Chapter 308 amended section 208 of the State Charities Law by providing for the temporary commitment to a humane society of females committed to an institution.

8. Chapter 774 amended the State Charities Law and established a division for mentally defective delinquent women at Bedford Hills, and authorized the commitments of all prisoners from other institutions for delinquent or criminal women over the age of sixteen, controlled and supported by the State. It authorized the board of managers of Bedford to set aside a suitable portion of property at that institution to be used for the division for mentally defective delinquent women, and also authorized the board of managers to acquire for the use of such division, by a lease or rental, the property known as the

Laboratory of Social Hygiene, for a period of not less than two years. This law is an opening wedge for the segregation of the delinquent female mental defectives, and is a step in the direction of custodial care.

9. Chapter 844 amended the Inferior Criminal Courts act of the City of New York, and authorized the establishment in any borough of a probation court by which prisoners placed on probation by a magistrate shall be dealt with.

10. Chapter 363 amended the Prison Law which permits convicts whose sentence expires on a holiday or Sunday to be released on the preceding day. The law previously provided that the release should be made on the following day.

11. Chapter 163. To abolish the Board of Inebriety of the City of New York, and transfer its powers and duties to the Department of Correction. The Board of Inebriety can be well dispensed with, and the property heretofore under the jurisdiction of such board can be used to greater advantage by the Department of Correction in developing the farm treatment of delinquents.

The Prison Association favored the following bills which were not enacted into law:

1. An attempt was made to amend the Prison Law so as to allow \$25 in addition to clothing to each prisoner at the time of release. The new feature of the bill was that the sum of money was to be increased from \$10 to \$25.

2. Bill to re-establish New York State Training School for Boys, and to provide for securing or selecting site for such school. The institution was to be within a radius of one hundred miles of New York city. Its general purpose was to provide the same opportunities for boys in the eastern end of the State as are now afforded for the boys in the western part at the State Agricultural School at Industry.

3. Bill to amend the Penal Law, providing for the commitment of women over the age of sixteen to the Reformatory for Women at Bedford, or to the Western House of Refuge. The purpose of the bill was to eliminate the use of the Women's Prison at Auburn, and to make possible the reformatory treatment of females who have heretofore been sent to the Women's Prison at Auburn.

4. Bill to amend the Code of Criminal Procedure making it mandatory that a salaried probation officer be appointed for each county in the State, such appointment to be made by the county judge, subsequent to civil service examination.

The Prison Association opposed the following bills:

1. To amend the Greater New York charter in relation to the Department of Correction. The purpose of the bill was to divide the members of the Department of Correction into three general classes; namely, clerical force, stable force, and the uniformed force. The bill made no provision for physicians, psychiatrists, etc. It did not originate from the office of the commissioner. Upon inquiry it was found that he knew nothing about it, and was apparently little interested. His explanation was that it was an administration bill. The inference is that it came from the Mayor's office. It seemed ridiculous that a bill affecting the Department of Correction should be introduced and urged without the knowledge, consent or support, or the disapproval, of the Commissioner of Correction. This bill failed of passage.

2. An attempt was made to amend the Insanity Law with relation to the transfer of certain insane convicts to State Hospitals for the Insane. The bill would have changed the phraseology of the law relating to the Danemora State Hospital. The purpose and need for such a change was not apparent. If the bill had become a law, it would have resulted in further crowding some of our

State Hospitals for the Insane, and probably in sending certain types of the criminal insane to hospitals not especially equipped to care for them. There were undesirable features in the proposed law, such as the personnel of the group to determine the insanity of an inmate for transfer, and the matter of additional unnecessary fees. This bill failed of passage.

3. Two attempts were made to attack the law which established the New York City Parole Commission. Similar attempts were made in the two previous sessions. At the last session a bill was introduced to abolish the Parole Commission and another to reorganize it. The latter bill would have placed the entire control of the commission in the hands of the Mayor. A commission of this kind in the hands of any one person would present a very undesirable condition. It would make possible the exercising of much influence which in the end would make it better for the community to be without a commission. This bill failed of passage.

4. A proposed amendment to the Penal Law with reference to the punishment for first and second degree robbery. This bill was opposed on the grounds that it attempted to establish a compulsory minimum. It failed of passage.

The Prison Association opposed the following bill, which became a law:

To make up for one of the many weaknesses in our State Prison industrial system, legislation, which finally became chapter 700, extended the benefit of Child Welfare allowances to the children of men serving sentences in State prisons. The bill as it first appeared provided that an allowance should be made to the mothers and children of men serving a sentence of one year or more in a State prison. This Association opposed the legislation on the grounds that it was not a proper way to alleviate an unfor-

tunate situation. It was our contention that a man serving a sentence should be made to feel the responsibility of supporting his family; and that further, a wage system should be established in connection with the State prison industries. Out of such compensation the cost of maintaining the prisoner should be deducted, a certain amount set aside for the family of the prisoner, and in cases where no family existed the money be allowed to accumulate, and be available for the man at the time of his release. The Prison Association argued that the benefit of the proposed law would not be state-wide, because the so called Widow's Pension Law, or Child Welfare Law, is not mandatory. There are at present only thirty-nine counties operating under the law. Furthermore, it was felt that in some sections of the State it would tend to invite commission of crime when it became generally known that dependents would automatically be taken care of during the period of incarceration. However, the bill became a law, with an amendment to the effect that it apply only to families where the father had been sentenced to five years or more.

## PRISON ASSOCIATION OF NEW YORK TREASURER'S REPORT

### SCHEDULE A

*Statement of Assets and Liabilities at date of  
September 30, 1920*

|  | ASSETS     |              |
|--|------------|--------------|
| <i>Cash:</i>                             |            |              |
| United States Trust Co.....              | \$3,199 32 |              |
| Bank of the Manhattan Co....             | 824 72     |              |
| Mechanics and Metals National Bank ..... | 393 83     |              |
| Petty .....                              | 68 64      |              |
| Sundry cash items.....                   | 16 15      |              |
|  | \$4,502 66 |              |
| <i>Investments (at cost):</i>            |            |              |
| Endowment Funds .....                    |            | 107,964 27   |
| <i>Real Estate (at cost):</i>            |            |              |
| House and lot 135 East 15th St.....      |            | 22,500 00    |
| <i>Accounts Receivable:</i>              |            |              |
| <i>Reformatories:</i>                    |            |              |
| New York State, Elmira...                | \$75 00    |              |
| Napanoch .....                           | 25 00      |              |
| Sundries .....                           | 53 84      |              |
|  | 153 84     |              |
| <i>Interest Accrued:</i>                 |            |              |
| Investments .....                        | \$1,737 94 |              |
| Bank Balances .....                      | 32 37      |              |
|  | 1,770 31   |              |
| <i>Prepaid Expense:</i>                  |            |              |
| Insurance Premiums .....                 |            | 186 83       |
|  |            | \$137,077 91 |

| LIABILITIES                            |             |              |
|--|-------------|--------------|
| Special Donations .....                | \$521 08    |              |
| Expenses, due or accrued.....          | 297 26      |              |
|  |             | \$818 34     |
| <i>Capital:</i>                        |             |              |
| Endowment Funds:                       |             |              |
| General Fund .....                     | \$88,439 47 |              |
| Dudley Jardine Fund .....              | 10,138 43   |              |
| John Innes Kane Memorial<br>Fund ..... | 5,000 00    |              |
| Mary H. Brush Trust Fund .....         | 3,000 00    |              |
| Julia Billings Fund .....              | 2,500 00    |              |
| Samuel M. Jackson Fund.....            | 2,500 00    |              |
| George L. Hall Fund.....               | 1,000 00    |              |
|  |             | \$112,577 90 |
| Capital Account .....                  | 23,681 67   |              |
|  |             | 136,259 57   |
|  |             | \$137,077 91 |

## SCHEDULE B

*Receipts and Expenditures for the year ending  
September 30, 1920*

|  |            |            |
|--|------------|------------|
| <i>Balance September 30, 1919:</i>       |            |            |
| Mechanics and Metals National Bank ..... | \$2,798 20 |            |
| Central Union Trust Co.....              | 1,287 34   |            |
| Bank of the Manhattan Co... ..           | 932 40     |            |
| United States Trust Co.....              | 533 00     |            |
| New York Life Ins. and Trust<br>Co. .... | 247 76     |            |
| Petty Cash .....                         | 227 37     |            |
| Sundry Cash Items.....                   | 101 90     |            |
|  |            | \$6,127 97 |

| RECEIPTS   |             |             |
|--|-------------|-------------|
| <i>Donations:</i>  |             |             |
| General .....  | \$21,147 83 |             |
| Endowment Fund .....   | 11,657 02   |             |
| Special Appeals .....  | 2,492 82    |             |
| Bureau of Employment Fund.   | 1,450 00    |             |
| General Relief .....   | 1,299 48    |             |
| Bureau of Investigation and<br>Research .....  | 1,140 77    |             |
| Refunds .....  | 261 18      |             |
|  |             | \$39,449 10 |
| <i>Interest and Dividends:</i>   |             |             |
| Investments .....  | \$5,227 40  |             |
| Bank Balances .....  | 34 50       |             |
|  |             | 5,261 90    |
| <i>Certificate of Deposit:</i>   |             |             |
| Central Union Trust Co., being funds held<br>in trust for American Prison Association<br>Convention Expenses ..... |             | 1,752 45    |
| <i>Reformatories:</i>  |             |             |
| New York State, Elmira.....  | \$900 00    |             |
| Napanoch .....   | 300 00      |             |
|  |             | 1,200 00    |
| <i>Investments:</i>  |             |             |
| Received on account of Modry mortgage..  |             | 500 00      |
| <i>Reserve Fund:</i>   |             |             |
| Transferred to Treasurer's Fund.....   |             | 240 50      |
| <i>Funds Held in Trust:</i>  |             |             |
| Bureau of Probation, Securities:.....  |             | 25 00       |
|  |             | \$54,556 92 |



## EXPENDITURES

*Investments:*

Purchase of Bonds, as follows:

|                                       |            |
|---------------------------------------|------------|
| \$8,700 Third Liberty 4¼'s, 1928..... | \$8,108 69 |
|---------------------------------------|------------|

*Special Donations:*

|                       |            |
|-----------------------|------------|
| Special Appeals ..... | \$2,249 09 |
|-----------------------|------------|

|  |          |
|--|----------|
| General Relief of food; lodgings, rentals, coal, clothing, car and railroad fares, etc.. | 1,308 89 |
|--|----------|

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 3,557 98
*American Prison Association:*

|                           |          |
|---------------------------|----------|
| Convention Expenses ..... | 1,668 63 |
|---------------------------|----------|

*Treasurer's Fund:*

|                                    |        |
|------------------------------------|--------|
| Transferred from Reserve Fund..... | 240 50 |
|------------------------------------|--------|

*Funds Held in Trust:*

|                                      |        |
|--------------------------------------|--------|
| Bureau of Probation, Securities..... | 101 00 |
|--------------------------------------|--------|

|                           |    |
|---------------------------|----|
| Exchange on Cheques ..... | 80 |
|---------------------------|----|

*Bureau of Administration:*

|               |             |
|---------------|-------------|
| Service ..... | \$15,502 73 |
|---------------|-------------|

|               |        |
|---------------|--------|
| Postage ..... | 979 05 |
|---------------|--------|

|                              |        |
|------------------------------|--------|
| Printing and stationery..... | 885 27 |
|------------------------------|--------|

|   |        |
|---|--------|
| Transportation, hotels, and car-fares ..... | 309 84 |
|---|--------|

|                |        |
|----------------|--------|
| Sundries ..... | 250 90 |
|----------------|--------|

|                              |        |
|------------------------------|--------|
| Telegrams and telephone..... | 224 10 |
|------------------------------|--------|

|                       |        |
|-----------------------|--------|
| Office supplies ..... | 206 48 |
|-----------------------|--------|

|                             |        |
|-----------------------------|--------|
| Furniture and fixtures..... | 174 63 |
|-----------------------------|--------|

|                              |       |
|------------------------------|-------|
| Newspapers and periodicals.. | 73 20 |
|------------------------------|-------|

|               |       |
|---------------|-------|
| Library ..... | 60 75 |
|---------------|-------|

|                     |       |
|---------------------|-------|
| Prison Sunday ..... | 47 80 |
|---------------------|-------|

|                          |    |
|--------------------------|----|
| Express and cartage..... | 50 |
|--------------------------|----|

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 18,715 25
*Bureau of Relief:*

|            |            |
|------------|------------|
| Rent ..... | \$3,108 75 |
|------------|------------|

|            |          |
|------------|----------|
| Food ..... | 1,311 86 |
|------------|----------|

|               |        |
|---------------|--------|
| Service ..... | 435 01 |
|---------------|--------|

|   |       |
|---|-------|
| Transportation, hotels, and car-fares ..... | 89 19 |
|---|-------|

|                |       |
|----------------|-------|
| Sundries ..... | 50 38 |
|----------------|-------|

---

 \$4,995 19
*Bureau of Employment:*

|               |            |
|---------------|------------|
| Service ..... | \$3,270 94 |
|---------------|------------|

|              |        |
|--------------|--------|
| Relief ..... | 333 00 |
|--------------|--------|

|               |       |
|---------------|-------|
| Postage ..... | 23 00 |
|---------------|-------|

|                |      |
|----------------|------|
| Sundries ..... | 9 50 |
|----------------|------|

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 3,636 44
*Bureau of Investigation and Research:*

|               |            |
|---------------|------------|
| Service ..... | \$2,212 48 |
|---------------|------------|

|   |        |
|---|--------|
| Transportation, hotels, and car-fares ..... | 654 95 |
|---|--------|

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 2,867 43
*Bureau of Probation:*

|               |            |
|---------------|------------|
| Service ..... | \$2,416 33 |
|---------------|------------|

|                |       |
|----------------|-------|
| Sundries ..... | 56 90 |
|----------------|-------|

|   |       |
|---|-------|
| Transportation, hotels, and car-fares ..... | 49 25 |
|---|-------|

|              |       |
|--------------|-------|
| Relief ..... | 22 00 |
|--------------|-------|

---

 2,544 48
*House:*

|               |          |
|---------------|----------|
| Service ..... | \$694 00 |
|---------------|----------|

|            |        |
|------------|--------|
| Fuel ..... | 365 76 |
|------------|--------|

|               |        |
|---------------|--------|
| Repairs ..... | 248 66 |
|---------------|--------|

|             |        |
|-------------|--------|
| Light ..... | 215 39 |
|-------------|--------|

|                 |        |
|-----------------|--------|
| Insurance ..... | 203 76 |
|-----------------|--------|

|                |        |
|----------------|--------|
| Supplies ..... | 100 05 |
|----------------|--------|

|                   |       |
|-------------------|-------|
| Water taxes ..... | 32 60 |
|-------------------|-------|

---

 1,860 22

## Bureau of Parole:

|  |            |            |
|--|------------|------------|
| Service .....                                  | \$1,425 00 |            |
| Transportation, hotels, and<br>car-fares ..... | 331 41     |            |
| Sundries .....                                 | 1 24       |            |
|  |            | \$1,757 65 |

## Balance September 30, 1920:

|   |            |                    |
|---|------------|--------------------|
| United States Trust Co.....                 | \$3,199 32 |                    |
| Bank of the Manhattan Co.....               | 824 72     |                    |
| Mechanics and Metals National<br>Bank ..... | 393 83     |                    |
| Petty Cash .....                            | 68 64      |                    |
| Sundry Cash Items.....                      | 16-15      |                    |
|   |            | 4,502 66           |
|   |            | <u>\$54,556 92</u> |

## SCHEDULE C

## Investments at date of September 30, 1920.

| Bonds:   | Interest rate<br>per cent. | Maturity | Valuation<br>(at cost) |
|--|----------------------------|----------|------------------------|
| \$11,000 United Kingdom .....                      | 5½                         | 1921     | \$10,543 75            |
| 8,700 Third Liberty.....                           | 4¼                         | 1928     | 8,108 69               |
| 10,000 Northern Pacific, land.                     | 3                          | 2047     | 6,687 50               |
| 6,000 Baltimore & Ohio, refg.<br>and gen. ....     | 5                          | 1995     | 6,082 48               |
| 6,000 Dominion of Canada...                        | 5½                         | 1929     | 5,820 00               |
| 6,000 New York Central, refg                       | 4½                         | 2013     | 5,708 75               |
| 6,000 Chic., Mil. & St. P.,<br>refg. and gen. .... | 4½                         | 2014     | 5,682 50               |
| 5,000 Chicago & Northwest-<br>ern, gen. ....       | 4                          | 1987     | 4,943 75               |
| 5,000 Anaconda Copper .....                        | 6                          | 1929     | 4,925 00               |

| Bonds:   | Interest rate<br>per cent. | Maturity | Valuation<br>(at cost) |
|--|----------------------------|----------|------------------------|
| 5,000 Chic., R. I. & Pac., gen.                | 4                          | 1988     | \$4,823 75             |
| 4,500 Anglo French .....                       | 5                          | 1920     | 4,219 50               |
| 4,000 Swiss Government.....                    | 5½                         | 1929     | 3,850 00               |
| 4,000 Reading Co., equipment                   | 4½                         | 1925     | 3,825 64               |
| 4,000 New York Central,<br>equipment .....     | 4½                         | 1929     | 3,597 40               |
| 2,000 Peoria Water Works..                     | 4                          | 1948     | 1,168 44               |
| 1,000 Oregon Short Line, 1st<br>mtg. ....      | 6                          | 1922     | 1,081 33               |
| 1,000 St. Paul City Ry. ....                   | 5                          | 1937     | 1,013 33               |
| 1,000 Texas & Pacific, 1st mtg                 | 5                          | 2000     | 959 45                 |
| 1,000 Minn., St. P. & S. S. M.                 | 4                          | 1938     | 947 50                 |
| 1,000 Oregon Short Line, refg                  | 4                          | 1929     | 907 56                 |
| 1,000 So. Pacific, C. P. stk. coll.            | 4                          | 1949     | 840 89                 |
| 500 Union Pacific, land....                    | 4                          | 1947     | 487 50                 |
| 500 Second Liberty .....                       | 4¼                         | 1927/42  | 300 00                 |
| 350 St. Louis & San Fran.,<br>prior lien ..... | 4                          | 1950     | 264 56                 |

|  |    |         |       |
|--|----|---------|-------|
| 100 St. Louis & San Fran.,<br>adj. mtg. .... | 6  | 1955    |       |
| 50 First Liberty .....                       | 4¼ | 1932/47 | 50 00 |

## Bonds and Mortgages:

|       |   |       |          |
|-------|---|-------|----------|
| ..... | 5 | ..... | 8,250 00 |
| ..... | 5 | ..... | 5,000 00 |
| ..... | 5 | ..... | 4,500 00 |

## Stocks:

|   |  |  |        |
|---|--|--|--------|
| 10 shares Atchison, Topeka & Santa Fé,<br>preferred ..... |  |  | 980 00 |
| 10 shares Atchison, Topeka & Santa Fé,<br>common .....    |  |  | 930 00 |

|  |          |
|--|----------|
| 10 shares Union Pacific, preferred.....  | \$800 00 |
| 5 shares Union Pacific, common.....      | 595 00   |
| 1 share Baltimore & Ohio, preferred..... | 70 00    |

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\$107,964 27

I certify that I have examined the books, accounts, and vouchers of the Prison Association of New York for the year ending September 30, 1920, and that the above statements are correct.

HENRY C. SCHENCK,  
*Auditor.*

46 Cedar street, New York, N. Y.

Note of Auditor: "The unvarying high standard of your bookkeeping was maintained."

## CONTRIBUTORS

### LIFE PATRONS

By Contributions of \$500 or More at One Time

|                                     |   |
|-------------------------------------|---|
| Barbey, Mrs. Henry I.               | Phipps, Henry.                                  |
| Brewster, Robert S.                 | Pyne, Percy R.                                  |
| Brown, M. Bayard.                   | Rockefeller, John D.                            |
| Clark, F. Ambrose.                  | <b>Rockefeller, The Laura Spelman Memorial.</b> |
| Dodge, Cleveland H.                 | Sage, Dean.                                     |
| *Gold, Cornelius B.                 | *Schiff, Jacob H.                               |
| Harkness, E. S.                     | Schiff, Mortimer L.                             |
| Harrab, Charles J.                  | Scott, William H.                               |
| Holter, Mrs. E. O.                  | Stetson, Francis Lynde.                         |
| James, Arthur Curtiss.              | Stewart, Lisperard.                             |
| Kane, Mrs. John Innes.              | Tiffany, L. C.                                  |
| Lewisohn, The Misses Alice & Irene. | Woerishoffer, Mrs. Anna.                        |
| McHarg, Henry K.                    |   |
| New York Foundation.                |   |

\* Deceased.

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## HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

C. S. S.  
G. W. W.  
A Friend.  
Anonymous  
Astor, Mrs Ava Willing.  
Auchincloss, C. C.  
Auchincloss, Mrs. C. C.  
Auchincloss, Mrs. E. S.  
Baker, George F.  
Bell, Mrs. Gordon Knox.  
Boettger, Henry W.  
Bourne, Miss Marion C.  
Bowen, Mrs. Harry S.  
Brokaw, George T.  
Brown, Alexander H.  
Brownell, Miss Matilda A.  
Bynes, Miss Sarah E.  
Cahart, Mrs. Hamilton.  
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| Brown, Mrs. J. Wright<br>Brown, John Crosby,<br>Ed. . . . .     | 5 00<br>6 00   | Burlingame, Mrs. Ed-<br>ward L. . . . .  | 5 00                   |
| Brown, Miss Julia D. . . . .                                    | 10 00          | Burnett, Chauncey H.<br>Burns, A. L. . . . .   | 2 00<br>5 00           |
| Brown, Lathrop . . . . .  | 5 00           | Burns Bros. Coal Co. . . . .   | 5 00                   |
| Brown, Laurason . . . . .                                       | 2 00           | Burns, Warren E. . . . . S. R.   | 10 00                  |
| Brown, Louis M. . . . .   | 1 00           | Burrill, Middleton S. . . . .  | 5 00                   |
| Brown, Mrs. Lyman D.<br>Brown, M. Bayard . . . . .              | 2 00<br>250 00 | Burton, Mrs. Crawford G. R.<br>Bushnell, Mrs. Erics-<br>son F. . . . .                 | 5 00<br>5 00           |
| Brown, Mrs. Samuel<br>W. . . . .                                | 10 00          | Butler, Charles Stewart<br>Butler, Charles Stewart S. R.                               | 10 00<br>5 00          |
| Brown, Miss Stewart. . . . .                                    | 1 00           | Butler, Miss Emily O. . . . .  | 5 00                   |
| Brown, Mrs. Waldron<br>P. . . . .                               | 10 00          | Butler, Mrs. Howard<br>Russell . . . . .   | 3 00                   |
| Brown, William Adams<br>Brown, Mrs. William<br>Harmon . . . . . | 5 00<br>3 00   | Butler, Willard Parker<br>Butler, William Allen.<br>Butterick, Miss Mary<br>E. . . . . | 5 00<br>10 00<br>10 00 |
| Brown, Mrs. William<br>Reynolds . . . . .                       | 5 00           |  |                        |

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| Butterworth, George F. G. R.      | \$5 00 | Chapin, Simeon B. . . . .                | \$10 00     |
| Butterworth, Mrs. Geo. F. . . . . | 10 00  | Chapin, Simeon B. . . . .                | G. R. 10 00 |
| Butterworth, William H. . . . .   | 5 00   | Chapin, Simeon B. . . . .                | S. R. 25 00 |
| Byrne, Mrs. Edward J. G. R.       | 5 00   | Chapman, Conrad . . . . .                | G. R. 10 00 |
| Byrne, Mrs. James . . . . .       | 5 00   | Chapman, Mrs. John D.                    | 10 00       |
|                                   |        | Chapman, Mrs. John Jay . . . . .         | S. R. 25 00 |
|                                   |        | Chapman, Miss Mary W. . . . .            | 5 00        |
|                                   |        | Chapman, Miss Mary W. . . . .            | S. R. 2 00  |
|                                   |        | Charles, Mrs. J. M. . . . .              | 5 00        |
|                                   |        | Chelsea Exchange Bank                    | 5 00        |
|                                   |        | Cheney, George L. . . . .                | G. R. 10 00 |
|                                   |        | Child, Miss Ruth A. . . . .              | 3 00        |
|                                   |        | Childs, William H. . . . .               | 10 00       |
|                                   |        | Chipman's Charles Sons                   | 2 00        |
|                                   |        | Co., Inc. . . . .                        | 2 00        |
|                                   |        | Chisholm, George E. . . . .              | 50 00       |
|                                   |        | Chisholm, B. Ogden . . . . .             | S. R. 65 00 |
|                                   |        | Chittenden, Miss Alice H. . . . .        | G. R. 2 00  |
|                                   |        | Choate, Mrs. Joseph H.                   | 100 00      |
|                                   |        | Christ Church (Hudson, N. Y.) . . . . .  | 4 68        |
|                                   |        | Christian Herald . . . . .               | 50 00       |
|                                   |        | Christie, Robert E. . . . .              | 50 00       |
|                                   |        | Church of Holy Trinity                   | 5 00        |
|                                   |        | Church, Irving Porter                    | 10 00       |
|                                   |        | Clafin's, Incorporated.                  | 5 00        |
|                                   |        | Clapp, George W. . . . .                 | 5 00        |
|                                   |        | Clark, Miss Amy B. . . . .               | G. R. 10 00 |
|                                   |        | Clark, Eugene . . . . .                  | 10 00       |
|                                   |        | Clark, Mrs. Henry O. . . . .             | 5 00        |
|                                   |        | Clark, Mrs. Stephen C.                   | 100 00      |
|                                   |        | Clark, W. Irving . . . . .               | 10 00       |
|                                   |        | Clark, Walter H. . . . .                 | S. R. 1 00  |
|                                   |        | Clark, Mrs. William Brewster . . . . .   | 20 00       |
|                                   |        | Clarke, Mrs. A. F. . . . .               | 3 00        |
|                                   |        | Clarke, E. Arthur Stanley . . . . .      | 5 00        |
|                                   |        | Clarke, Mrs. E. Arthur Stanley . . . . . | 15 00       |
|                                   |        | Clarke, Miss Madge S.                    | 3 00        |
|                                   |        | Clarke, Roger H. . . . .                 | 5 00        |
|                                   |        | Clarkson, Banyer . . . . .               | 50 00       |
|                                   |        | Clarkson, Mrs. Banyer                    | 5 00        |
|                                   |        | Clausen, George U. . . . .               | 10 00       |

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| Cahn, Sol . . . . .                      | 3 00        |
| Calvary Church, Relief Society . . . . . | 15 00       |
| Campbell, Mrs. F. A. . . . .             | G. R. 5 00  |
| Campbell, Mrs. Oliver A. . . . .         | 10 00       |
| Canda, Miss Angeline . . . . .           | 5 00        |
| Canfield, Miss Edith C.                  | 5 00        |
| Cannon, Mrs. Sylvanus T. . . . .         | 10 00       |
| Cantrell, Miss Annie L. . . . .          | 5 00        |
| Capen, Frederick M. . . . .              | S. R. 14 00 |
| Carlesch, Emil . . . . .                 | 2 00        |
| Carleton, I. Osgood . . . . .            | 3 00        |
| Carleton, Miss Ida B.                    | 10 00       |
| Carns, Mrs. A. L. . . . .                | 5 00        |
| Carpenter, Willets. . . . .              | 5 00        |
| Carrier, Mrs. J. J. . . . .              | 3 00        |
| Carse, John B. . . . .                   | 5 00        |
| Carter, Ernest Trow . . . . .            | 5 00        |
| Carter, Robert A. . . . .                | 10 00       |
| Carter, Samuel T. . . . .                | 10 00       |
| Cary, Miss Kate. . . . .                 | 25 00       |
| Cary Mfg. Co. . . . .                    | 20 00       |
| Case, Mrs. Clinton P.                    | 3 00        |
| Case, Mrs. George B. . . . .             | 10 00       |
| Cass, E. R. . . . .                      | S. R. 15 00 |
| Castree, Miss Louise . . . . .           | 5 00        |
| Cerf, Mrs. Louis A. . . . .              | 5 00        |
| Chadbourne, Thomas L.                    | G. R. 5 00  |
| Chaffin, Joseph . . . . .                | 1 00        |
| Chamberlin & Frazee.                     | 5 00        |
| Chambers, Miss Charlotte H. . . . .      | S. 10 00    |
| Chambers, Frank R. . . . .               | 10 00       |
| Chandler, Porter R. . . . .              | 5 00        |
| Chapin, Charles M. . . . .               | 25 00       |
| Chapin, Miss Jennie E.                   | 2 00        |

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| Clausen, Mrs. George U. . . . .        | \$5 00      | Coolidge, Mrs. Sherman . . . . .       | \$100 00   |
| Cleary, William B. . . . .             | 2 00        | Cooper & Forman . . . . .              | 1 00       |
| Cleland Mrs. T. J. . . . .             | 15 00       | Cooper, J. Fenimore . . . . .          | 100 00     |
| Clements, Mrs. George H. . . . .       | 5 00        | Cooper, Mrs. J. Fenimore . . . . .     | 100 00     |
| Clift & Goodrich, Inc. . . . .         | 5 00        | Cordier, Mrs. Auguste Julien . . . . . | 25 00      |
| Clogh, William S. . . . .              | 10 00       | Cornell, Edward . . . . .              | 5 00       |
| Clyde, Mrs. Ethel . . . . .            | 25 00       | Cortelyou, Mrs. Carrie D. . . . .      | 2 00       |
| Clyde, George W. . . . .               | 20 00       | Cory, Robert H. . . . .                | 10 00      |
| Clyde, William P. . . . .              | 100 00      | Coster, Mrs. Charles Henry . . . . .   | 10 00      |
| Cochran, R. E. Co. . . . .             | S. R. 2 00  | Courady, Miss Louise K. . . . .        | G. R. 5 00 |
| Cookcroft, Miss Mary T. . . . .        | 10 00       | Covert The H. W. Co. . . . .           | 5 00       |
| Codman, Mrs. Ogden . . . . .           | 10 00       | Crain, Misses C. & D. . . . .          | 5 00       |
| Coe, William M. . . . .                | 5 00        | Crane, Charles W. . . . .              | 1 00       |
| Cofer, Mrs. Leland E. . . . .          | S. R. 5 00  | Cravath, Mrs. Erastus M. . . . .       | 7 00       |
| Coffin, G. A. . . . .                  | 50 00       | Creamer, William G. . . . .            | 2 00       |
| Cohen, Alexander H. . . . .            | S. R. 14 00 | Crocker, Mrs. George A., Sr. . . . .   | 5 00       |
| Cohen, Heyman & Sons, Inc. . . . .     | 5 00        | Crocker, Mrs. George A., Jr. . . . .   | 10 00      |
| Cohn, Mrs. Alfred E. . . . .           | 5 00        | Crocker, Miss M. H. . . . .            | S. 2 00    |
| Cohn, Mrs. H. S. . . . .               | 5 00        | Crocker, William T. . . . .            | S. R. 5 00 |
| Coit, John T. . . . .                  | 10 00       | Crofoot, Mrs. L. F. . . . .            | 10 00      |
| Coleman, E. J. F. . . . .              | S. 25 00    | Croll, Miss Pauline . . . . .          | 1 00       |
| Colgate, Miss Muriel . . . . .         | 5 00        | Crownwell, Fred M. . . . .             | 5 00       |
| Colgate, William . . . . .             | 100 00      | Crosby, Miss Mary R. . . . .           | 5 00       |
| Collins, Miss Mary. . . . .            | 10 00       | Cross, John Walter . . . . .           | 20 00      |
| *Colman, Samuel . . . . .              | 5 00        | Cruikshank, Warren . . . . .           | 10 00      |
| Colt, Harris D. . . . .                | 10 00       | Crummey, Mrs. S. A. . . . .            | 25 00      |
| Colt, Mrs. Richard C. . . . .          | 10 00       | Culbert, Miss Anna M. . . . .          | 10 00      |
| Community Church of New York . . . . . | 10 00       | Cummings, Howard R. . . . .            | 1 00       |
| Condit, Fillmore . . . . .             | 5 00        | Curtis, Mrs. Charles Bond . . . . .    | 10 00      |
| Cone Export & Commission Co. . . . .   | 35 00       | Curtis, Mr. & Mrs. Eugene J. . . . .   | 20 00      |
| Cone, John J. . . . .                  | 3 00        | Curtis, F. Kingsbury . . . . .         | 5 00       |
| Conger, Henry C. . . . .               | 10 00       | Curtis, Mrs. George William . . . . .  | 10 00      |
| Conkling, Miss Margaret E. . . . .     | S. 2 00     | Curtis, Mrs. H. Holbrook . . . . .     | 5 00       |
| Connelly, Mrs. Theodore . . . . .      | 1 00        | Curtis, Mrs. James F. S. R.            | 20 00      |
| Conrow, Mrs. James W. G. R.            | 2 00        |  |            |
| Cook, Mrs. Charles T. . . . .          | 10 00       |  |            |
| Cook, Leopold A. . . . .               | 1 00        |  |            |
| Cook, Leopold A. . . . .               | S. R. 1 00  |  |            |

\* Deceased.





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| Erlanger, Sidney C. . . . .  | \$10 00 | Francis, Charles . . . . .       | \$5 00 |
| Erstein, Mrs. Moise L. G. R. | 5 00    | Francis, Lewis . . . . .         | 5 00   |
| Eseberg, Henry M. . . . .    | 5 00    | Francis, Lewis W. . . . .        | 5 00   |
| Evans, Hartman K. . . . .    | 50 00   | Francis, Mrs. Lewis W. . . . .   | 5 00   |
| Evans, Mrs. Morgan           |         | Frank, Miss Aline S. G. R.       | 5 00   |
| D. . . . .                   | 3 00    | Frank, Mrs. Harry. . . . .       | 5 00   |
| Everitt, J. W. . . . .       | 2 00    | Frank, Marcus A. . . . .         | 10 00  |
| Evers, F. . . . . G. R.      | 3 00    | Frankenheim, Samuel. . . . .     | 5 00   |
| Ewing, Mrs. Thomas. . . . .  | 10 00   | Fraser, Mr. & Mrs.               |        |
|                              |         | George C. . . . . S. R.          | 15 00  |
|                              |         | Fraser, Miss Jane K. . . . .     | 10 00  |
|                              |         | Fraser, Miss S. Grace. . . . .   | 10 00  |
|                              |         | Frelinghuysen, Theo-             |        |
|                              |         | dore . . . . .                   | 50 00  |
|                              |         | Frenkel, Emil . . . . .          | 3 00   |
|                              |         | Fries, Edward A. . . . .         | 2 00   |
|                              |         | Frost, Paul E. . . . .           | 10 00  |
|                              |         | Frost, Francis W. . . . .        | 5 00   |
|                              |         | Fuld, Felix . . . . .            | 5 00   |
|                              |         | Fuld, Gus . . . . .              | 5 00   |
|                              |         | Fuller, Mrs. C. D. . . . .       | 2 00   |
|                              |         | Fuller, Mrs. G. A. . . . .       | 2 50   |
|                              |         | Fuller, Miss M. W. . . . .       | 5 00   |
|                              |         | Fulton, H. Travis. . . . . S. R. | 2 00   |
|                              |         | Funch, Edye & Co. . . . .        | 25 00  |
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|                              |         | G                                |        |
|                              |         | Gabriel, Barnett . . . . .       | 1 00   |
|                              |         | Gabrilowitch, Mrs.               |        |
|                              |         | Clara . . . . .                  | 25 00  |
|                              |         | Gage, Mrs. B. W. . . . . S. R.   | 14 00  |
|                              |         | Gale, Edward C. . . . .          | 10 00  |
|                              |         | Gallatin, Albert . . . . .       | 20 00  |
|                              |         | Gallatin, Mrs. Albert. . . . .   | 20 00  |
|                              |         | Gallatin, Mrs. Albert            |        |
|                              |         | H. . . . .                       | 50 00  |
|                              |         | Gambier, E. V. . . . .           | 2 00   |
|                              |         | Gannett, William &               |        |
|                              |         | Mary & N. L. F. . . . .          | 10 00  |
|                              |         | Ganz, Nathan . . . . .           | 3 00   |
|                              |         | Gardner, Mrs. E. L. B. . . . .   | 10 00  |
|                              |         | Garrigues, W. A. . . . .         | 10 00  |
|                              |         | Garrison, C. M. . . . . S. R.    | 25 00  |
|                              |         | Garrison, Wilbert . . . . .      | 10 00  |
|                              |         | Garver, C. B. . . . .            | 10 00  |
|                              |         | Geer, Mrs. Danforth. . . . .     | 2 00   |
|                              |         | Geigerman, Charles . . . . .     | 5 00   |
|                              |         | Geisenheimer, Theo-              |        |
|                              |         | dore . . . . .                   | 25 00  |

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| Gerberoux, Dufft &            |        | Gray, Henry G. . . . . S. R.    | \$10 00 |
| Kinder . . . . .              | \$5 00 | Greiff & Co. . . . .            | 10 00   |
| Gerken, Mrs. Henry. . . . .   | 10 00  | Green, Mrs. James O. . . . .    | 10 00   |
| Gerrish, Mr. & Mrs.           |        | Greene, G. S., Jr. . . . .      | 1 00    |
| Frank S. . . . .              | 5 00   | Greenough, Mr. & Mrs.           |         |
| Gerry, Elbridge T. . . . .    | 25 00  | John . . . . . S. R.            | 20 00   |
| Gibson, Mrs. Henry S. . . . . | 2 00   | Gregory, George D. . . . .      | 10 00   |
| Gilbert, Clinton . . . . .    | 10 00  | Gregory, Henry E. . . . .       | 10 00   |
| Gilbert, James S. . . . .     | 10 00  | Gregory, Henry E. . . . . S. R. | 10 00   |
| Ginn & Co. . . . .            | 5 00   | Grim, Charles O. . . . .        | 5 00    |
| Glass, Henry & Co. . . . .    | 5 00   | Griswold, Miss Char-            |         |
| lotte . . . . . G. R.         | 5 00   | Griswold, Lorenzo. . . . .      | 1 00    |
| Gluck, David L. . . . .       | 5 00   | Grossmann, Mrs. Ed-             |         |
| Godwin, Miss Eliza-           |        | ward A. . . . .                 | 5 00    |
| beth Love . . . . .           | 10 00  | Gruntal, Edwin A. . . . .       | 3 00    |
| Godwin, Mrs. Harold. . . . .  | 5 00   | Guerber, Miss H. A. . . . .     | 3 00    |
| *Gold, Cornelius B. . . . .   | 50 00  | Guernsey, Mr. & Mrs.            |         |
| Goldenberg Bros. & Co.        | 5 00   | Henry W. . . . .                | 10 00   |
| Goldman, Mrs. Marcus          | 2 00   | Guggenheim, Simon F. . . . .    | 10 00   |
| *Goldmann, Mrs. Oscar. G. R.  | 5 00   | Guinzburg, Mrs. Vic-            |         |
| Goldmark, Mrs. R. W. . . . .  | 2 00   | tor . . . . .                   | 10 00   |
| Goldsmith, Harry B. . . . .   | 5 00   | Guion, C. C. . . . .            | 2 00    |
| Goldsmith, Max . . . . .      | 2 00   | Guiterman, Miss El-             |         |
| Gomers, Henry B. . . . .      | 2 00   | mira . . . . .                  | 5 00    |
| Goodman, Augustus &           |        | Guiterman, P. L. . . . .        | 5 00    |
| Sons, Inc. . . . .            | 5 00   | Gunther, Bernard G. . . . .     | 10 00   |
| Goodman, Mrs. Benson          |        | Gunther's, C. G. Sons. . . . .  | 10 00   |
| H. . . . . S. R.              | 7 50   | Guinee, A. O. . . . .           | 10 00   |
| Goodman, Edwin . . . . .      | 10 00  | Guinee, Mrs. Walter             |         |
| Goodrich, Miss Annie          |        | S. . . . .                      | 5 00    |
| W. . . . .                    | 5 00   | Gwynne, Miss Alice. . . . .     | 10 00   |
| Goodwin, Mrs. James           |        | Gwynne, Arthur C. . . . .       | 25 00   |
| J. . . . .                    | 10 00  |                                 |         |
| Gordon & Cohen . . . . .      | 1 00   |                                 |         |
| Gotheil, Mrs. Paul. . . . .   | 10 00  |                                 |         |
| Gottschall, Louis . . . . .   | 2 00   |                                 |         |
| Grace Church . . . . .        | 243 51 |                                 |         |
| Grace, Mrs. Joseph P. G. R.   | 10 00  |                                 |         |
| Grady Mfg. Co. . . . .        | 2 00   |                                 |         |
| Graef Hat Band Mfg.           |        |                                 |         |
| Co. . . . .                   | 5 00   |                                 |         |
| Graeme, Mrs. Joseph. . . . .  | 2 00   |                                 |         |
| Gratwick, W. H. . . . .       | 25 00  |                                 |         |
| Grau, Louis . . . . .         | 3 00   |                                 |         |
| Graves, Mrs. Edward           |        |                                 |         |
| H. . . . .                    | 5 00   |                                 |         |
| Gray, Henry G. . . . .        | 25 00  |                                 |         |

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| Hall, Mrs. David Prescott  | \$4 00      | Hearn, James A. & Son Inc.    | \$25 00     |
| Hall, George E.            | 20 00       | Heckscher, Mrs. August        | 10 00       |
| Hall, Joseph P.            | 5 00        | Heide, Henry                  | 10 00       |
| Hallock, Miss Frances A.   | 3 00        | Heiden, Julius                | G. R. 5 00  |
| Hamann, Mrs. William A.    | 5 00        | Heiden, Mrs. Julius           | G. R. 5 00  |
| Hammerslag, Edwin          | G. R. 10 00 | Heidgerd, D. & H.             | 5 00        |
| Hammersley, Louis Gordon   | 50 00       | Heidgerd, J. H.               | 2 00        |
| Hamilton, Edward           | 2 00        | Heifetz, Jasha                | 25 00       |
| Hamilton, James H.         | 1 00        | Heinemann, Herman             | 10 00       |
| Hammerschlag, I. G.        | 5 00        | Heinshemer, Alfred M.         | 25 00       |
| Hammond, John Henry        | 10 00       | Heiser, Miss Rosalie M.       | 1 00        |
| Hammond, Mrs. John Henry   | 25 00       | Heissenbuttel, Frank H.       | 5 00        |
| Hampson, Theodore          | 1 00        | Heissenbuttel, William F.     | 5 00        |
| Handschin, Miss Elise      | 4 00        | Heller, Ephraim               | 1 00        |
| Harkness, Miss Louise      | 25 00       | Heller, Miss Eugenie M.       | 5 00        |
| Harper, Harold             | 2 00        | Heller, R. H.                 | S. R. 5 00  |
| Harrison, Charles C.       | 5 90        | Hellmann, Frederick           | 5 00        |
| Harrington & Waring        | 35 00       | Hencken, Hanneke              | 10 00       |
| Harris, Charles N.         | 5 00        | Hendricks, Mrs. Edgar         | 5 00        |
| Harris, Mrs. J. F.         | G. R. 10 00 | Hendricks, Henry S.           | 5 00        |
| Harris, Sidney A.          | 10 00       | Henriques, Mrs. C. A.         | 10 00       |
| Hart, Hastings H.          | 2 00        | Henry, Mrs. Howard H.         | 5 00        |
| Hart, Mrs. William Cook    | 15 00       | Hentz, Henry                  | 10 00       |
| Hartford, Mrs. George H.   | 20 00       | Hepburn, W. M.                | 5 00        |
| Hartman, Mrs. Edith Cooper | 5 00        | Hermes, Frank                 | 10 00       |
| Haskell, Mrs. J. A.        | 3 00        | Herrick, Mrs. W. W.           | 10 00       |
| Hately, Mrs. Walter C.     | 5 00        | Herrmann, Arnold              | 5 00        |
| Hatters' Fur Exchange Inc. | 5 00        | Herzog, Miss Carrie N.        | 3 00        |
| Haven, George G.           | 25 00       | Hess, Edwin H.                | 5 00        |
| Hay, Mrs. Clarence L.      | 5 00        | Hesse, Louis                  | 5 00        |
| Hayden, Mrs. Horace J.     | 10 00       | Higbie, James S.              | 15 00       |
| Haynes Automobile Co.      | 5 00        | Higgins, Charles M.           | 5 00        |
| Haynes, Harry E.           | 2 00        | Higgins, G. E.                | 5 00        |
| Haynes, W. de F.           | 10 00       | Hill, Mrs. Oliver B.          | 5 00        |
| Hazard, Mrs. Frederick R.  | 5 00        | Hill, William Stanley         | 5 00        |
| Healy, A. Augustus         | 10 00       | Hillhouse, Mrs. Charles Betts | 5 00        |
|                            |             | Hinckley, Mrs. Samuel N.      | 30 00       |
|                            |             | Hirsch & Schofield, Inc.      | 8 00        |
|                            |             | Hiss, Mrs. William J.         | G. R. 15 00 |
|                            |             | Hitch, Mrs. Frederic D.       | 25 00       |

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| Hodges, Mrs. G. Howard          | G. R. \$2 00 | Hull, Mrs. Charles A.        | \$3 00       |
| Hodgson, Edwin A.               | 1 00         | Humphreys, Mrs. Alexander C. | 2 00         |
| Hoe, Mrs. Richard M.            | 15 00        | *Hun, Marcus T.              | 25 00        |
| Hoe, Mrs. Richard M.            | S. R. 15 00  | Hungerford, U. T.            |              |
| Hoe, Mrs. Robert                | 10 00        | Brass & Copper Co.           | 20 00        |
| Hoffman, F. B.                  | 10 00        | Hunt, Arthur P.              | 5 00         |
| Hoffman, Mrs. Francis B.        | S. R. 5 00   | Hunt, Thomas                 | 50 00        |
| Hoffman, Miss Mary U.           | 10 00        | Hunter, M. D. B.             | 2 00         |
| Hoffman, Samuel V.              | 10 00        | Huntington, Mrs. C. R.       | 10 00        |
| Hogan, Mrs. Jefferson           | 10 00        | Huntor, M. D.                | 5 00         |
| Holbrook, Mrs. Edward           | 15 00        | Hurd, Richard M.             | S. R. 25 00  |
| Holbrook, Edwin A.              | 5 00         | Hurst, Thomas D.             | 20 00        |
| Hollander, L. P. Co.            | 10 00        | Huse, H. P.                  | S. 2 00      |
| Hollander, T. C.                | 25 00        | Hussey, William J.           | 5 00         |
| Hollans, Edwin T.               | 15 00        | Hayek, Mrs. Francis          | 5 00         |
| Holmes, Electric Protective Co. | 10 00        | Hyde, Mrs. Augustus L.       | 5 00         |
| Holt, Miss Constance B.         | 20 00        | Hyde, Mrs. Clarence M.       | 25 00        |
| Holt, George C.                 | 10 00        | Hyde, Courtney               | 10 00        |
| Holt, Henry                     | 10 00        | Hyde, Edward                 | 5 00         |
| Holt, Mrs. L. Enmett            | 15 00        | Hyde, Miss Mabel L.          | 20 00        |
| Holt, Philetus H.               | 10 00        | Hyde, Ralph M.               | 10 00        |
| Holt, Robert S.                 | 25 00        | Hyman, Mrs. D. M.            | 25 00        |
| Holter, Mrs. Edwin O.           | 50 00        |                              | I            |
| Holter, Mrs. Edwin O. E. B.     | 450 00       | Ingersoll, Robert H. & Bro.  | 10 00        |
| Hood, Miss Juliet K.            | S. R. 20 00  | Innis, Mrs. William R. G.    | G. R. 25 00  |
| Hoegland, John W.               | 5 00         | Irving, Mrs. G. A. E.        | 5 00         |
| Hooker, Mrs. Elon H.            | G. R. 5 00   | Irving, Walter M.            | G. R. 10 00  |
| Hoppin, Mrs. Frederick Street   | 10 00        | Isaacks, George W.           | 5 00         |
| Hornblower, Miller & Garrison   | 2 00         | Iselin, Mrs. O'Donnell       | 25 00        |
| Horsman, E. I.                  | 10 00        | Iselin, Mrs. Oliver          | 5 00         |
| Horwitz, H. L.                  | 5 00         | Iselin, Mrs. William E.      | 10 00        |
| Hosmer, Mrs. Estelle de Peyster | 3 00         | Iselin, William E.           | 10 00        |
| Hovey, Mrs. Henry E.            | 5 00         |                              | J            |
| Hoyt, Miss Gertrude L.          | 20 00        | Jackson, Fremont M.          | 2 00         |
| Hoyt, John Sherman              | 25 00        | Jackson, Mrs. H. E. D.       | 5 00         |
| Hoyt, Mrs. John Sherman         | S. R. 10 00  | Jaek, Mrs. Zelle C.          | 10 00        |
| Hubert, Mr. & Mrs. Philip A.    | 5 00         | Jaffray, Robert              | 15 00        |
|                                 |              | James, Arthur Curtis         | A. S. 100 00 |
|                                 |              | James, Walter B.             | 10 00        |
|                                 |              | Jameson, E. C.               | 50 00        |

\* Deceased.

|                             |              |                           |        |
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| Jarvis, Mrs. Samuel M.      |              | Juhring, William L.       | \$8 00 |
| Jasper, H. N.               | \$10 00      | Julian, R. Lewis          | 5 00   |
| Jay, Mrs. Augustus          | G. R. 5 00   | Jung, Frederick C.        | 2 00   |
| Jay, De Lancey K.           | 5 00         | Junior Guild for Missions | 5 00   |
| Jeandron, W. J.             | 5 00         |                           |        |
| Jeffries, W. W.             | 3 00         |                           |        |
| Jeltrup, Mrs. Henri         | 1 00         |                           |        |
| Jenkins, A. W.              | 25 00        |                           |        |
| Jennings, Miss Annie Burr   | 5 00         |                           |        |
| Jennings, Mrs. C. E.        | 2 00         |                           |        |
| Jennings, George E.         | G. R. 1 00   |                           |        |
| Jennings, Mrs. Oliver Gould | 20 00        |                           |        |
| Jennings, Mrs. Percy H.     | 25 00        |                           |        |
| Jerman, Miss M. C.          | 30 00        |                           |        |
| Jersey Forging Works        | 5 00         |                           |        |
| Jetter, J. Edward           | 10 00        |                           |        |
| Jabl, Herman                | 15 00        |                           |        |
| Johnson, Bradish G.         | 5 00         |                           |        |
| Johnson, Gilbert H.         | 50 00        |                           |        |
| Johnson, Gilbert H.         | S. R. 10 00  |                           |        |
| Johnson, Isaac B.           | 25 00        |                           |        |
| Johnson, J. William         | 10 00        |                           |        |
| Johnson, James W.           | 25 00        |                           |        |
| Johnson, Leeds              | 10 00        |                           |        |
| Johnson, Miss Margaret F.   | G. R. 100 00 |                           |        |
| Johnson, Mrs. Norman        | 5 00         |                           |        |
| Johnson, Mrs. Sadie P.      | G. R. 5 00   |                           |        |
| Johnstone, The Misses G.    | R. 5 00      |                           |        |
| Jonas, George E.            | G. R. 10 00  |                           |        |
| Jonas, Ralph                | G. R. 10 00  |                           |        |
| Jones, Miss Abbie E.        | 15 00        |                           |        |
| Jones, Mrs. D. Morris       | 2 00         |                           |        |
| Jones, Mrs. De Witt Clinton | 15 00        |                           |        |
| Jones, Miss E. V. C.        | G. R. 25 00  |                           |        |
| Jones, Mr. & Mrs. Paul T.   | 10 00        |                           |        |
| Jones, Mrs. S. Beach        | 5 00         |                           |        |
| Joseph, Mrs. Laurens        | 1 00         |                           |        |
| Judkins & McCormick Co.     | 5 00         |                           |        |
| Judson, A. L.               | 5 00         |                           |        |
| Judson, Mrs. Charles N.     | G. R. 5 00   |                           |        |

| CONTRIBUTIONS, ETC.      |        | 169                            |             |
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| Kingsley, W. S.          | \$7 00 | Lang, Harry H.                 | \$10 00     |
| Kinnicut, G. Hermann     | 5 00   | Langer, Alfred                 | 3 00        |
| Kipp, S. C., Jr.         | 2 00   | Langhaar, H. L.                | 5 00        |
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| Kirkpatrick, Mrs. Thomas | 5 00   | Lapham, John H.                | 10 00       |
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| Knapp, George Owen       | 20 00  | Lawrence, John Bur-ling        | 20 00       |
| Knox, Mrs. Henry Hobart  | 10 60  | Lawrence, John L.              | 10 00       |
| Kobbe, Miss Martha L.    | 2 00   | Lawrence, William V.           | 10 00       |
| Koehler, Mr. Edwin H.    | 5 00   | Lawton, Mrs. Richard M.        | 5 00        |
| Kohlman, M. B.           | 5 00   | Lea, Mrs. Edward P.            | 5 00        |
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| Korn, Mrs. William       | 5 00   | L'Ecluse, Mrs. Milton          | 2 00        |
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| Co.                      | 5 00   | Lee, John Lorton               | 5 00        |
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| Kress, Samuel H.         | 3 00   | Leeb, Alfred                   | 10 00       |
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| Kutzleb, Walter          | 5 00   | Lefferts, Mrs. Franklin B.     | 10 00       |
|                          |        | Lehmaier, James M.             | 10 00       |
|                          |        | Leidesdorf, S. D.              | 10 00       |
|                          |        | Lenox Avenue Unitarian Church  | 10 00       |
|                          |        | Leo, Ansel S.                  | 5 00        |
|                          |        | Le Roy, Edward A.              | 10 00       |
|                          |        | Lesher, Arthur L.              | 5 00        |
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|                          |        | Leslie, John C.                | 5 00        |
|                          |        | Lester, Miss M. Elizabeth      | 10 00       |
|                          |        | Levy, Ephraim B.               | 5 00        |
|                          |        | Levy, Leo E.                   | 5 00        |
|                          |        | Lewis, Mrs. August             | 10 00       |
|                          |        | Lewisohn, Adolph               | 25 00       |
|                          |        | Lewisohn, Adolph               | S. R. 25 00 |
|                          |        | Lewisohn, Misses Alice & Irene | 25 00       |
|                          |        | Lewisohn, Sam A.               | 25 00       |
|                          |        | Lichtenheim, Louis             | 10 00       |
|                          |        | Liebman, Julius                | 20 00       |
|                          |        | Liebmann, Mrs. Adolph S. R.    | 20 00       |

\* Deceased.

|   |                |  |                       |
|---|----------------|--|-----------------------|
| Limburg, Herbert R. . . . .                                     | \$10 00        | McLean, Miss Ellen. . . . .  | \$3 00                |
| Lincoln, Mrs. F. W. . . . .                                     | 5 00           | McLean, Miss Ethel L. . . . .  | 50 00                 |
| Lincoln, Mrs. F. W. . . . . S. R.                               | 5 00           | McLean, Mrs. James. . . . .  | 100 00                |
| Lincoln, Mrs. Lowell. . . . .                                   | 10 00          | McMillin, Miss Maude S. R.   | 15 00                 |
| Lincoln, Mrs. Lowell. . . . . S. R.                             | 10 00          | McQueen, D. P. . . . .   | 25 00                 |
| Lloyd, Mrs. Harold L. . . . . S. R.                             | 5 00           | MacCurdy, John T. . . . .  | 5 00                  |
| Locke, John M. . . . .  | 1 00           | MacMurray, Malcolm. . . . .  | 10 00                 |
| Locke, W. A. . . . .  | 3 00           | MacMurray, Mrs. J. W. . . . .  | 10 00                 |
| Lockwood, Mrs. I. Fer-<br>ris . . . . .                         | 10 00          | MacNutt, Mrs. Francis<br>A. . . . .  | 5 00                  |
| Logie, Robert . . . . . S.                                      | 10 00          | Magee, James . . . . .   | 5 00                  |
| Loines, Mrs. Stephen. . . . .                                   | 10 00          | Man, Mrs. A. H. . . . .  | 10 00                 |
| Loomis, Sherman . . . . .                                       | 5 00           | Mandel, Max . . . . .  | 10 00                 |
| Lord, Miss Isabel Ely. . . . .                                  | 2 00           | Manfred, C. N. . . . .   | 5 00                  |
| Lorentzen, Mrs. Carl C. . . . .                                 | 5 00           | Manges, Morris . . . . .   | 5 00                  |
| Loring, Daniel A. . . . .                                       | 25 00          | Mansfield, Howard . . . . .  | 10 00                 |
| Lorsch, Mrs. Henry. . . . .                                     | 3 00           | Manton, Mrs. Martin<br>T. . . . . G. R.  | 5 00                  |
| Loveman, Mrs. A. H. . . . .                                     | 3 00           | March, Miss Virginia<br>A. . . . .   | 10 00                 |
| Low, Miss Harriette. . . . .                                    | 10 00          | Markle, Mrs. John. . . . .   | 10 00                 |
| Low, William G. . . . .   | 95 00          | Markowitz, Mrs. A.<br>Lincoln . . . . .  | 1 00                  |
| Lowry, Mrs. Philip W.<br>Ludington, Mrs. Charles<br>H. . . . .  | 5 00<br>10 00  | Maron, Otto . . . . .  | 5 00                  |
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| Ludlow, William O. . . . .                                      | 5 00           | Marrow, L. L. & Co. . . . .  | 3 00                  |
| Lueders, George & Co.<br>Lyford, Mrs. Oliver S.,<br>Jr. . . . . | 10 00<br>15 00 | Martin, Alfred W. . . . .  | 2 00                  |
| Lyon, Charles O. . . . .  | 5 00           | Martin, Mrs. Alfred<br>W. . . . .  | 3 00                  |
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| McClellan, Mrs. George<br>B. . . . .                            | 25 00          | Martin, William V. . . . . S. R.   | 3 00                  |
| McConnell, Frank W.<br>McCready, Mrs.<br>Thomas L. . . . .      | 5 00<br>5 00   | Marvin, Mrs. Arthur<br>Tappan . . . . .  | 2 00                  |
| McCutcheon, Mrs.<br>Charles W. . . . .                          | 10 00          | Mason, Alfred . . . . .  | 2 00                  |
| McCutcheon, James &<br>Co. . . . .                              | 10 00          | Mason, Mrs. George G.<br>Mathews, Mrs. John R.<br>Mathewson, Douglas . . . . . S. R. | 15 00<br>2 00<br>5 00 |
| McEwan, Thomas . . . . .  | 2 00           | Maurice, C. S. . . . .   | 20 00                 |
| McKenna, John F. . . . . S. R.                                  | 14 00          | Maurice, Miss Marian<br>B. . . . .   | 25 00                 |
| McKim, Mrs. Haslett.<br>McKim, John A. . . . .                  | 10 00<br>10 00 | Maury, Mrs. Henry<br>Tobin . . . . .   | 5 00                  |
| McKim, Le Roy. . . . . S. R.                                    | 10 00          | Mawhinney, G. S. . . . .   | 10 00                 |
| McKim, Mrs. Robert A. G. R.                                     | 5 00           | Mayer, Edward L. . . . .   | 25 00                 |
| McLane, Guy R. . . . .  | 10 00          | Maynard, Miss Helen<br>Louise . . . . .  | 5 00                  |
| McLane, Mrs. Thomas<br>S. . . . .                               | 5 00           | Meigs, Mrs. Ferris J. . . . .  | 25 00                 |
|   |                | Merriam, Miss Annie<br>L. . . . .  | 5 00                  |

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| Merrill, Mrs. Charles<br>E., Jr. . . . .  | \$5 00                           | Morgan, Mrs. John B.<br>Morgan, Miss Mary P.<br>Morgan, Mrs. Pierpont<br>Morganstern, Albert G.<br>Morgenthau, Mrs. M.<br>L. . . . . | \$10 00<br>2 00<br>10 00<br>5 00<br>10 00 |
| Merrill, Mrs. Edwin G.<br>Merrill, Mrs. Payson.<br>Merrill, Ralph Wins-<br>low . . . . .                              | 10 00<br>10 00<br>2 00           | Morgenthau, M. L. . . . .<br>Morice, John H. . . . .<br>Morell, J. B. . . . . G. R.  | 30 00<br>5 00<br>5 00                     |
| Mercereau, Mrs. Jacob<br>Meserole, Mrs. C. M. . . . .<br>Metalf, Manton B. . . . .<br>Metcalfe, Henry . . . . . G. R. | 10 00<br>10 00<br>75 00<br>10 00 | Morris, Mrs. Henry<br>Lewis . . . . .  | 10 00<br>10 00                            |
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| Middleton & Co. . . . .   | 20 00                            | Morton, Mrs. Paul. . . . .   | 5 00                                      |
| Milburn, Mrs. Dever-<br>aux . . . . .   | 10 00                            | Moses, Mrs. Emanuel. . . . .   | 5 00                                      |
| Miller, Mrs. Alexander<br>Mill, Mrs. Lawrence<br>McK. . . . .   | 10 00<br>5 00                    | Mossman, Howard H. . . . .<br>Mott, Lewis F. . . . .   | 5 00<br>5 00                              |
| Milliken, Seth M. . . . .   | 10 00                            | Mount, Miss Adeline.<br>Mount & Woodhull. . . . .  | 2 00<br>10 00                             |
| Mills, David B. . . . .   | 10 00                            | Mouraille, Miss Ma-<br>thilde M. . . . .   | 4 00                                      |
| Mills, Frederic C. . . . .  | 10 00                            | Mueller, Charles F. . . . .  | 5 00                                      |
| Minford, Miss Agnes A.<br>Minner, E. E. . . . . S. R.   | 5 00<br>1 00                     | Mueller, Jacob P., Co. . . . .<br>Muller, Adam . . . . .   | 5 00<br>5 00                              |
| Mitchell, Arthur M. . . . .   | 25 00                            | Munger, Harry C. . . . .   | 10 00                                     |
| Mitchell, Mrs. John<br>Murray . . . . .   | 10 00                            | Munn, Charles Allen. . . . .<br>Munn, John P. . . . .  | 10 00<br>5 00                             |
| Moeller, Miss Hannah<br>T. . . . .  | 1 00                             | Munnich, Mrs. Arnold<br>Munroe, Mrs. Chester. . . . .  | 2 00<br>25 00                             |
| Moller, Edwin Clar-<br>ence . . . . .   | 20 00                            | Munson, Robert H. . . . .  | 5 00                                      |
| Moller, H. Esk. . . . . G. R.   | 2 00                             | Munson, Mrs. W. D. . . . .   | 50 00                                     |
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| Montgomery, James<br>M. . . . .   | 15 00                            | Murray, Miss Mad-<br>eleine . . . . .  | 10 00                                     |
| Moore, Mrs. Frank W.<br>Moore, Miss Katherine<br>T. . . . .   | 5 00<br>60 00                    | Myers, David Moffat. . . . .<br>Myers, Marcus A. . . . .   | 10 00<br>2 00                             |
| Moore, Mrs. Paul. . . . .   | 15 00                            | Myers, W. J., Jr. . . . .  | 5 00                                      |
| Moore, Mrs. William<br>H. . . . .   | 25 00                            | Mygatt, Kenneth. . . . .   | 5 00                                      |
| Moore, William S. . . . . G. R.   | 5 00                             | Myrick, Thomas N. . . . .  | 5 00                                      |
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| Neavo, Mrs. Charles..                               | \$5 00      | Openhym, Wilfred A.                  | \$25 00     |
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| Nelson, Miss Maud B.                                | 2 00        | Idem                                 | 2 00        |
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| New Jersey Terra Cotta Co. ....                     | 10 00       | Osborn, Mrs. George W. ....          | 2 00        |
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| Nichols, William H....                              | 10 00       | Osborn, Mrs. William C. ....         | S. R. 25 00 |
| Nichols, Mrs. William H. ....                       | 5 00        | Osborne, Dean C.....                 | 5 00        |
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| Olcott, Mrs. E. E.....                              | 5 00        | Parsons, Argyll Rosse.               | 10 00       |
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| Openhym, George J....                               | 15 00       | Pevey, Frank D.....                  | 20 00       |
|   |             | Pevey, Frank D..... S. R.            | 5 00        |
|   |             | Pawling School Chapel Fund .....     | 5 00        |

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| Peck, Mrs. Charles H.                | 10 00      | Pitkin, Miss Albertina L. ....     | 5 00    |
| Peck, Miss Eva W.... S. R.           | 1 00       | Pitney, Mrs. J. O. H..             | 5 00    |
| Peck, Mrs. Samuel W.                 | 5 00       | Planten, Mrs. H. Rolff             | 10 00   |
| Pedersen, James.....                 | 5 00       | Platt, Willard R.....              | 10 00   |
| Pedersen, Victor Cox.                | 5 00       | Plaut, Joseph .....                | 15 00   |
| Pegram, Edward Sandford .....        | S. R. 5 00 | Plottel, Miss Frances.             | 1 02    |
| Peierls, Buhler & Co..               | 10 00      | Pohlmann, George ..                | 1 00    |
| Peierls, Siegfried .....             | 5 00       | Polack, Isaac .....                | 10 00   |
| Pell, Albert W..... G. R.            | 3 00       | *Pollak, Gustav .....              | 5 00    |
| Pell, Alfred Duane....               | 5 00       | Pollak, W. G.....                  | 10 00   |
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| Perkins, Russell J....               | 10 00      | Post, Mrs. Carroll J., Jr. ....    | 5 00    |
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| Peters, Mrs. Edward McClure .....    | 10 00      | Pouch, William H....               | 10 00   |
| Peters, Mrs. Ralph.....              | 5 00       | Powell, Wilson M., Jr.             | 50 00   |
| Peters, Mrs. Samuel T.               | 5 00       | Powers, William F. Co.             | 5 00    |
| Peters, Mrs. Theodore L. ....        | 50 00      | Pratt, Charles H....               | 60 00   |
| Peters, Mrs. W. R....                | 35 00      | Pratt, Mrs. Charles M.             | 25 00   |
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| Phelps, Mrs. Luis J..                | 5 00       | Prentiss, Henry .....              | 5 00    |
| *Phelps, Mrs. William W. ....        | 100 00     | Presbrey, Miss Alice.              | 2 00    |
| Phillips, Eugene A....               | 10 00      | Presbrey, Mrs. Frank S. R.         | 5 00    |
| Phillips, Miss E. A. G.              | 2 00       | Preston, Mrs. Veryl.               | 2 00    |
| Phillips, Mrs. Townsend              | 3 00       | Price, Walter W.....               | 25 00   |
| Phillips, Wendell C.                 | 10 00      | Prime, Miss Cernella.              | 10 00   |
| Phillips, Miss Ada.....              | 5 00       | Prior, Miss Elizabeth S. ....      | 5 00    |
| Pichel, Mrs. Herman.                 | 1 00       | Proctor, Mrs. Thomas R. ....       | 35 00   |
| Pierce, Edward Allen. G. R.          | 10 00      | Pryor, Mrs. S. Morris.             | 2 00    |
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| Cass, E. R.             | Machen, Mrs. C. W.        |
| Colgate, W.             | Miller, Mrs. A.           |
| Fackler, D. P.          | Needlework Guild.         |
| Frank, Mrs. L. E.       | Perry, Mrs. A.            |
| Fregensberg, Mrs.       | Sahler, Miss Helen G.     |
| Goodwin, Mrs. J. J.     | Schwab, Mrs. N.           |
| Greenbaum, C. L.        | Skeel, Roswell, Jr.       |
| Holt, Mrs. L. E.        | Tucker, Mrs. S. A.        |
| Howes, R.               | Wolf, Mrs. L. J.          |

## 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 are now 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 the corporation is formed.

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

## ARTICLE FIRST.

The objects of the association shall be:

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.

2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.

3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform.

#### ARTICLE SECOND.

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

#### ARTICLE THIRD.

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

#### ARTICLE FOURTH.

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

#### ARTICLE FIFTH.

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

#### ARTICLE SIXTH.

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

#### ARTICLE SEVENTH.

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

#### ARTICLE 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 compensation for his services.

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

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate and concerns of said association and the management, government, instruction, discipline and employment, of the persons so as aforesaid committed to the said workhouse, not contrary to law, as they may deem proper, and may appoint such officers, agents, and servants as they may deem necessary to transact the business of the said association, and may designate their duties. And the said executive committee

shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee, and generally all such facts and particulars as may exhibit the operations of the said association.

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

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

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

## BY-LAWS

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

The number of members composing the executive committee exclusive of the officers of the association, is hereby fixed at twenty-four, and divided into four groups or classes as follows: At the election held at the annual meeting of the year 1916, there shall be elected, to serve from that date, six members for the term of one year, six for the term of two years, six for the term of three years, and six for the term of four years. At each annual meeting thereafter six members shall be elected for the term of four years in place of those whose terms of office then expire. Any vacancies in the membership of the committee by death, resignation or otherwise, may be filled either by the association at any annual meeting, or, in interims between the annual meetings, by the executive committee.

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

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

1. Election of chairman and secretary.
2. The reading of the minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.

5. Report of corresponding secretary on the work of the year.
6. Annual report of the treasurer.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

No part of the reserve fund shall be used for any purpose except by resolution of the executive committee, and

whenever any part shall be appropriated by the executive committee it shall immediately be transferred to the general fund.

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

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

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

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

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

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

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

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

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

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

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

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