

STATE OF NEW YORK

THE SEVENTY-NINTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1923



ALBANY
J. B. LYON COMPANY, PRINTERS
1924

8556-1-24

PREFACE

This is an official report of the Prison Association of New York to the Legislature of the State of New York, which has been made annually since 1845, and constitutes the seventy-ninth 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 in many other States and in foreign countries.

**THE PURPOSES
OF
THE PRISON ASSOCIATION OF NEW YORK**

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

OFFICERS FOR 1923

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GEORGE W. WICKERSHAM, Chairman

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SAGE, CUTTING, GRAY, PAVEY, POWELL, INGERSOLL

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AUCHINCLOSS, HURD, SABIN, SAGE, SAWYER

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HADDEN, MRS. CURTIS, BLUMENTHAL, GREGORY, HURD, SAWYER

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SABIN, SAGE

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HURD, JAMES, PAVEY, POWELL, SAGE, SCHIFF

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

HON. GEORGE R. LUNN,

Lieutenant-Governor of New York:

SIR.—In accordance with chapter 163 of the Laws of 1846, we have the honor to present the Seventy-ninth 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.*

GEORGE W. WICKERSHAM, *Chairman, Executive Committee.*

E. R. CASS, *General Secretary.*

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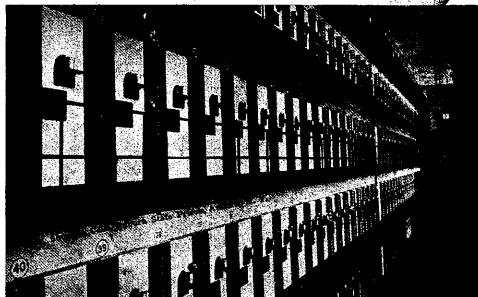
Why one of New York's Oldest Charities, The Prison
Association, has Continued to Exist for
Seventy-Nine Years.

Because, during this period the Association has never ceased to try to make men better, to make jails and prisons effective and decent, to save child and adult from crime and to protect society from crime and criminals.



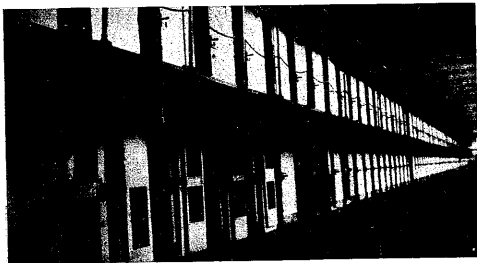
Has erred — but still is human

AUBURN PRISON



This type of small stone cell has been in use since 1821

CLINTON PRISON



This type of small stone cell has been in use since 1841

CHAPTER I

RECOMMENDATIONS TO THE 1924 LEGISLATURE

I. Legislation Creating a State Department of Correction Should Be Enacted.

There exists now a certain specialization of institutional administration. The State prisons receive felons from the age of sixteen upwards. 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 Good Shepherd, Inwood House, etc.) and children (Catholic Protectors, Jewish Protectors, 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.

The above institutions are not under one central jurisdiction, but have evolved at different times and are under varied and un-co-ordinated 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 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, co-ordinated program of administration is obvious.

II. Provision Should Be Made to Prevent Further Delay in Putting Into Operation the Psychiatric Clinic at Sing Sing Prison.

The need for this clinic has been urged in previous reports of the Association and in other writings, and the State definitely committed itself to the idea in legislation passed in 1916.* The plans for the new Sing Sing in their general scope represent unquestionably the greatest advance yet made in any prison in this country, and possibly of the world, in the development of clinical and social study of prison inmates. The building has been ready for use for more than a year, but as yet no plan for its operation has been definitely formulated. Further, there is present the objection that the building cannot be used until there is a wall around the prison. If a wall is thought necessary a temporary enclosure should be provided to enclose the clinic building. Better yet, as a temporary measure, would be the starting of the clinic in the old prison. Steps should be taken at once to work out a plan for the practical application of the clinical idea.

III. Provision Should Be Made So That Additional Construction Necessary to the Completion of the New Sing Sing Prison Can Be Undertaken.

As stated above, as a result of legislation passed in 1916 plans for a new Sing Sing were made. Only two buildings have been completed, and, in addition, part of a wall. The new cell building will accommodate only 283 prisoners, and in the light of recent changes to the effect that Sing Sing shall not only serve as a reception and clearing house prison, but also as a prison for the permanent detention of certain types of prisoners, there should be no lagging in the carrying out of the entire plans for the new Sing Sing.

IV. Legislation Intended to Improve the County Jail System in This State Should Be Enacted.

The glaring defects and abuses that exist in our county jail system have been described again and again in the reports of the Prison Association. The county jail should be under the control of a State Department of Correction. Constitutional restrictions make this difficult as an immediate change, but it is possible to effect by legislation the commitment and custody of the sentenced prisoners in the jails. They could be sentenced to the county penitentiaries, which should be taken over by the State and placed under the jurisdiction of a State Department of Correction. The county penitentiaries can be made places of reformation, but so long as they are under county management there is little chance for the development of systematic industry and reformatory influences.

* Chapters I, II, and III — 73rd Annual Report of the Prison Association.

Legislation designed to bring the county penitentiaries under the control of the State Superintendent of Prisons, to be conducted as State Farm Industrial Colonies; to provide for the transfer of sentenced prisoners from the State industrial colonies, and also to provide a form of indeterminate sentence under which those sent to the industrial colonies will be committed, will be presented to the Legislature during the 1924 session.

V. Legislation Providing for the Full Time Service of the State Prison Parole Board Should Be Enacted.

The recommendation of the Prison Association for a number of years that the State Parole Board should be reorganized, the members thereof to give their full time service to the work, still holds. Attempts to bring this change about through legislation have not as yet been successful. The Parole Board is made up of two salaried members, and the Superintendent of Prisons ex-officio. The salaried members received \$3,600 each for their services and give one week each month to actual presence in the prison and to judgment at that time of cases coming up for parole. Nothing less than the full-time service of two members, 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 duty. One of the chief criticisms of the indeterminate sentence and parole is that the release of prisoners on parole seems to be to such an extent automatic.

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 they should be released, if in the judgment of the parole authorities they were fit, at some time between the expiration of the minimum and the expiration of the maximum sentence. 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 value of full-time service of parole commissioners is recognized in the statute creating the New York City Parole Commission. This Commission consists of three salaried members and two ex-officio members, representing the Police Department and the Department of Correction.

VI. Legislation Should Be Passed to Provide for the Continuation of the Prison Commission, or a Similar Body, to Function as an Independent Group in the Inspection of State Prisons, Reformatories, Penitentiaries, Jails, City Prisons, and Village Lock-ups.

In legislation passed in 1923 provision was made for the establishment of a State Commission of Correction to replace the State Commission of Prisons. It further provided that the head of the Department of Correction should be the chairman of the Commis-

sion of Correction. This in practice would mean that the Commission of Correction, which is authorized to inspect all institutions used for the detention of sane adults charged with or convicted of crime, or detained as witnesses or debtors, would visit and inspect the institutions under the direct jurisdiction of the head of the Department of Correction. This would automatically place the head of the Department of Correction in a position which would enable him to influence the visitation and inspection of institutions under his direct control, and thereby defeat the principle underlying the establishment of the State Commission of Prisons as an unaffiliated, independent inspectoral and investigative body.

VII. *Legislation Should Be Passed Enabling the Prison Commission to Close Jails Considered Unfit for the Proper Detention of Prisoners Awaiting Trial or Serving a Sentence.*

The Prison Commission's power to close unsatisfactory lock-ups should be extended to include county jails.

VIII. **The Enactment of Legislation That Will Make for the Better Conduct of the State Prison Industries, at the Same Time Embracing Such Important Factors as the Prisoner's Self-Support in the Institution; the Payment of an Increased Wage So That He Can Provide to Some Extent for His Dependents, and the Need for His Industrial, Moral and Religious Training, and His Book School Attendance.*

The wage question in the State prisons of New York has been for very many years a matter of ridiculous inadequacy, and has subjected with reason the State to the ironical and even contemptuous comment of many other States of this country, where, under other systems of prison labor, specific sums, even if small, are paid with regularity to the inmates of penal institutions. The outstanding fact about the prison wage of New York State prisons is that it amounts to the incredible total of a cent and a half a day.

* See Pages 48-76—Special Study of Industries at Sing Sing Prison. The industrial problem in this prison is typical of the whole prison system.

CHAPTER II

PROTECTING SOCIETY AGAINST CRIME

THE TREATMENT OF CRIME AND THE CRIMINAL

The care of the criminal and the protection of society is the object of those who work for prison reform. That work means ministering to minds diseased, unhappily surrounded, and badly influenced in youth. Back of every convicted criminal there is a history of misfortune, mental defect, evil surroundings. It is not necessarily a man different from others that you see in the prison cell, but often a man more unfortunate than others.

The fundamental principle of modern prison science is the improvement of the offender; the entire penal system of a state resting upon one single proposition—the protection of society. That principle alone justifies the conviction for crime and the imprisonment of offenders; to that end the energies of the progressive prison administration are directed. The protection of society, however, is a broad aim; it is only partially and temporarily secured by the mere incarceration of the offender, and it is wholly lost when he is discharged from prison. In order to render the protection effectual and permanent, the offender ought to be subjected to such a disciplinary training in prison as shall tend to rescue him from a life of crime after he regains his freedom. Hence it is that the reformation of the offender not only becomes a legitimate aim, but should be made the paramount aim in the prison regime. In a political sense, however, the effort made by the state to reform the convict does not rest upon a humane, paternal sentiment, seeking to reform the convict for his own good alone. The state is not a charitable or missionary agency and it owes no greater duty to the convict than to other individual members of the community. But reformation is the most reasonable and safest means of protection; the public welfare demands it as a governmental measure best adapted to secure the common safety and promote the general good.

The improvement of the offender does not mean the reformation of the offender in the sense in which these terms are often abused—a guarantee against any further commission of crime. For where is the person for whom such a guarantee can be given? Even the church cannot promise that for its most devoted followers. But what is meant is, that being entrusted with his freedom there is no reasonable probability that he will again commit crime. When he has become simply and permanently a law-abiding subject the state has accomplished its whole aim and duty.

The end and aim of the law is justice and as the student in penology progresses the difference between former and modern

methods of its administration is plainly evident; and even justice itself may be defined by different standards. Formerly the law took cognizance of the offence to the exclusion of the offender, the spirit of the law being replete with the elements of vengeance, retribution and retaliation. The trend of all criminal jurisprudence was, that the treatment of the offender should be purely punitive rather than corrective; that the system under which could be inflicted the greatest moral, mental and physical punishment was the object sought, rather than with a view to the future safety to society and the usefulness of the offender.

Punishment for crimes and prison discipline for criminals, though usually confused, are two very distinct things in themselves and may be separately defined. The object of punishment is to deter from crime by the infliction of suffering, the object of prison discipline, is to reform the offender. In practice those two objects are and ever must be combined; the one or the other may predominate but every sentence contains both, and the due adjustment and application of the two constitute the science of penology.

Punishment and constantly increasing severity are urged by many as the proper penalty for a criminal act and most likely to prevent its recurrence, while others believe that the deterrent effects of penalties have been very greatly over-rated, and that education and culture are not only necessary to proper citizenship but by far more permanent in results. This is the great question then which demands settlement. Which shall it be—punishment and suffering and fear, or education and culture and hope? Criminals are surely defective in some way. It can not be in the interests of any man to be a criminal and therefore as a man is broadened and developed he ceases to be a criminal.

Lack of wholesome educational training is the outstanding characteristic of most of the inmates of our penal and correctional institutions. The typical young offender was born in the slums of a city, and too frequently from infancy he has lived in the deteriorating atmosphere of filth and crime of every sort. Can it be reasonably expected that a physical application can remedy a mental and moral defect. If this is so it might be similarly expected that a course in higher mathematics can cure tuberculosis. Hardened by varied living many offenders expect upon entering prison, and in a sense will enjoy, a continuance of the varied conflicts which have hitherto made up their lives. Now can you sear intelligence and morality and cleanliness and sensitiveness into such an offender by any severity? Again, can you expect by any punishment to induce him to comply with law, while every emotion that has ever come into his life and every impulse which guides his activities, and every association from the day he was born, has been evil?

Is it possible that fear alone can be relied upon to change the fixed and rooted habits of a lifetime? Experience and reason condemn it. There is nothing in the stone wall and iron bars of a prison that can purge a human soul. Brutality and harshness

will cultivate secretiveness and vindictiveness and all the base emotions, while the best lie dormant. Extreme severity can never tend to an intelligent and moral uplift. It is better that effort be made to improve the prisoner by the ordinary processes of education because intelligence is necessary to citizenship. Such education should consist of an unfolding and development of all the germinal powers until the prisoner is rounded and broadened into an equally developed man if possible. A prison population is certainly no better than the average population outside a prison, which would seem to be a sufficient reason why every opportunity of schools and religion, and correctional methods of every sort, which we usually supply to one should be extended to the other, for the prisoner of today will be at liberty tomorrow, either as a citizen or as an unimproved offender. It is our duty in our own interest to prepare him for citizenship, if possible, not alone because such a course is agreeable to the teachings of a true religion, not alone because it is right, and humane, and agreeable to the better feelings and sentiments of a Christian state, but for the additional reason that it is by far the most economical.

There is no benevolent enterprise among us which more deserves our sympathy than that which expends its energies on prisons and prisoners. Its immediate objects are our fellow citizens and neighbors; its results ought to contribute largely to our individual comfort in the greater security of person and property. Much has been done for the physical comfort of our prisoners, some say too much. At present it is frequently stated that the inmates of penal and correctional institutions are being coddled. Doubtless in many cases too much money has been spent in building prisons; but it does not thence follow as a matter of course, that the prisoners are thereby made more comfortable. It is true that a prisoner in a modern prison enjoys many comforts, and we do not give him unwholesome or insufficient food. Everything provided should be clean and wholesome, but it must not be forgotten that with all his comforts the prisoner wants the priceless *treasure of freedom*. He feels himself no longer a man but a machine; all he requires is provided for him, but he does not earn it, he must have it whether he will or not, and this takes away its sweetest relish. His every moment is regulated for him without his consent, and in this lies one great part of the effect of imprisonment as a punishment. The ordinary class of prisoners are accustomed to unrestrained freedom of action, deprived of this they are severely punished. They are accustomed to live constantly in the society of their comrades; deprive them of this and all the comforts of the best constructed prison and the highest rate of dietary will not compensate the loss.

Further so far as the prisoner is concerned he ought not to be idolized nor should he be ostracised. We cannot treat our great social problems on the basis of either excessive sentimentality or excessive hatred. We must change from the procedure of "mass treatment" to that of treating the needs of the individual; we must

address ourselves to the study of men, whether reputable, criminal or pauper, as components of a social tissue so closely correlated as to be incapable of dis severance. No mere casual acquaintance with the individual felon or tramp will do, still less this casting up of congregate units who chance to be in the jails or prisons and labeling them a "class," but a thorough knowledge of each prisoner, his antecedents, his training, his associations, his motives, his congenital defects, the distribution of these elements of character in his relatives both lineal and collateral; and the action which established law, beliefs, customs, and physical surroundings produce on him, and his reactions upon them. On the basis of such knowledge it will mean that emphasis must be made along certain lines of treatment. For one it will necessitate spiritual, physical and moral; for another industrial; others academic; others medical and mental, and these failing permanent custodial care.

DOES IDLENESS MAKE FOR REFORMATION?



These men are in idleness day after day — a condition which is deplorably characteristic of county jail life in this and other states.

CHAPTER III

THE COMMITTEE TO WORK OUT A JAIL PROGRAM FOR NEW YORK STATE *

In the Chapter of our 1922 report entitled "The County Jail Must Go," it was stated that there is at work in New York State a co-operating group formed for the purpose of solving so far as possible the county jail problem in this State, and that the Chairman of the Committee is Mr. GEORGE W. WICKERSHAM, Chairman of the Executive Committee of the Prison Association of New York. The Committee is made up of representatives from the State Commission of Prisons; the Prison Association of New York; the National Committee on Prisons and Prison Labor; the Women's Prison Association; the New York State Federation of Labor; the National Committee for Mental Hygiene; the State Board of Charities; the Westchester County Commission of Charities and Correction; the New York State Federation of Women's Clubs; the State Charities Aid Association; the New York State Association, and the Women's Municipal League. The following is the report of the Committee:

ITS ORIGIN AND PURPOSE

Prisoners convicted of minor offences in New York State serve the sentences imposed upon them in county jails which are under the control of the county sheriff, and in county "penitentiaries" which are under the control of a warden appointed by the Board of County Supervisors, with the exception that in Erie and Westchester counties and in New York City the "penitentiaries" and the prisoners confined therein are under the control of a commissioner of correction.

Local control of misdemeanant prisoners is held responsible for many abuses, chief among them, idleness on the part of the prisoners. This is generally recognized and a nation-wide movement is rapidly developing for "state control for all convicted prisoners."

In response to this movement, the several organizations in New York State interested in the welfare of prisoners met together and organized this committee to work out a plan for state control and adequate employment for all prisoners sentenced for minor offences in New York State.

* The recommendations of the Committee are printed on Pages 39-40.

Local Control of Misdemeanant Prisoners Has Long Been Condemned By Leading Penal Experts

The American Prison Association, when organized in 1870 under Rutherford B. Hayes, stated as its conviction above all and essential to all:

"That no prison system can be perfect or even successful to the most desirable degree, without some central authority to sit at the helm, guiding, controlling, unifying, and vitalizing the whole. We ardently hope yet to see all the departments of our preventive, reformatory and penal institutions in each state moulded into one harmonious and effective system; its parts mutually answering to and supporting each other; and the whole animated by the same spirit, aiming at the same objects, and subject to the same control; yet without loss of the advantages of voluntary aid and effort, wherever they are attainable."

Again, in 1911, a striking condemnation of local control was made by the late Dr. Frederick H. Wines* in his address before the National Conference of Charities and Correction in Boston:

"There was a time when local control was necessary and proper, but that was long ago. Today the county prison is an anachronism. We imported it, with other British institutions, from England, the mother country. But conservative England has outgrown it, and dates the dawn of her regenerated prison system from the year of its abolition. We still lag behind in the march of modern civilization."

The Movement Against Local Control Started Over One Hundred Years Ago in New York State

Over one hundred years ago Governor DeWitt Clinton of New York State, denounced the evils of the county jail system in his message to the Legislature. Governor Enos Throop in 1830 urged the necessity for separate places of confinement for persons serving sentences and those awaiting trial. Governor William L. Marcy, 1834; Governor William H. Seward, 1840; Governor Myron H. Clark, 1856; Governor Lucius Robinson, 1879, and Governor Alonzo B. Cornell, 1882, all stressed the evils of the jail system in their messages to the Legislature. In 1909, Governor Charles Evans Hughes made the following definite recommendation:

"There is urgent necessity for reform and the question is presented whether it is not advisable to reorganize the prison system of the State and through state control secure uniformity of conditions and discipline."

The Prison Association of New York in 1846 recommended the abolition of the county jails and the substitution in their stead of district prisons for the convicted prisoners, leaving the old county jails to be used as houses of detention only for prisoners held on criminal charges or as witnesses.

Recommendations for the abolition of the jail system continued to occur again and again. In 1853 the Association requested the Legislature to make a rigid inquiry into the condition of every

* Member International Prison Congress, 1878; President, National Conference Charities and Correction, 1883; President, National Prison Association, 1904.

house of detention in the State, and to revise the law for their government, and protested against the continuance of county jails as places of confinement for sentenced prisoners.

The same recommendations again appear in strong language in 1877 and numerous times thereafter.

In 1893 the Association sponsored an elaborate plan prepared by Dr. Edward A. Merrill for the reorganization of the county jail system by the establishment of district workhouses and nautical schools.

In 1900 definite recommendation was made to the Legislature that a bill be passed that would place all penal institutions in the State under State control.

This recommendation was repeated in numerous subsequent reports, those of later years urging the establishment of a State Department of Correction. These various recommendations have as their basis the idea of central control.

Two further indictments of the county jail system were contained in the annual report of the Prison Association of New York in 1908:

I. Lack of Uniformity Between the State-Wide Criminal Code and the County Divisions Affecting the Judicial and Penal System.

"One of these legal functions is purely geographical. A state is divided into a certain number of districts called counties. While the criminal code is made to cover the whole state, the judicial and penal system is affected by county divisions. Thus in many states the county court sentences the misdemeanant to the county institution. There is no state control over these county institutions, no uniformity in structure, discipline or regime. Crime is treated as a social matter. It is impossible, however, to deal effectively with it on county lines. Take the 15,000 young men in the State of New York who might be good subjects for reformatory treatment. It is impossible for every county to have an independent reformatory. It is extravagant and unnecessary. It is impossible to classify prisoners properly in the smaller counties. The only remedy for the utter failure of the county system is to establish State control for all offenders who have violated State Laws. The difference in stigma between a State prisoner and a county prisoner should disappear. It has no deterrent or reformatory value. A few district prisons or reformatories in different parts of the State will accommodate all sentenced prisoners. The county jails properly remodelled should be reserved only as houses of detention for those awaiting trial."

II. The Fee System.

"One of the worst features of the county system and one which constitutes a great obstacle to the reformation of prisoners is the fee system; the practice of paying sheriffs so much a head for every prisoner admitted and discharged, and so much per day for the board of every prisoner committed. This system is a relic of the system which prevailed in England when John Howard began his work more than a century ago; and, strange to say, it still exists in most of the States of the Union. It furnishes a motive to the sheriff for having as many men in jail as possible and keeping them there as long as possible. Investigations in thirty counties in New York which have abolished the fee system and substituted a salary for the sheriff show a reduc-

tion in prison population and in expenses of from 10 to 50 per cent. The whole fee system is fraught with scandal and corruption. A few weeks ago I discovered in the jail of Queens County, New York, which is still under the fee system, that 840 young men between the ages of sixteen and thirty, all of whom should have gone to reformatories, had been committed to this county jail not for the benefit of the prisoner, but for the benefit of the sheriff."

The New York State Commission of Prisons has taken the same position. In 1902 it recommended that the county penitentiaries be put under State control and industries established therein; in 1906 and 1907 and again in 1916, it recommended the establishment of State workhouses under the jurisdiction of the Superintendent of State Prisons to take the place of the present county penitentiaries; and in 1922 that "so far as misdemeanants sentenced to these institutions (the county jails) are concerned, the county jails in many of the rural counties might be discontinued and the comparatively few of such persons committed to the penitentiaries."

The Movement Took Definite Form Through the Organization of This Committee in 1921

The movement in New York State took definite form in 1921, following a survey of the county jails and "penitentiaries" of the State made for the Board of Temperance and Moral Welfare of the Presbyterian Church by the late William H. Moyer, for many years warden of the Federal penitentiary at Atlanta, Georgia, and later of Sing Sing Prison, New York, and Superintendent of Penal Institutions of the District of Columbia.

The conclusion reached by Mr. Moyer was that, while many of the jails were modern in construction and sanitary and nearly all of them as well kept as the physical conditions would permit, none of them were fully equipped for employing the inmates, and therefore, they were suitable only for the purposes of detention.

A luncheon was given by Mr. Adolph Lewisohn, president, National Committee on Prisons and Prison Labor, in April, 1921, to consider Mr. Moyer's report, at which were present representatives of the New York State Commission of Prisons, Prison Association of New York, New York State Board of Charities, New York Women's Prison Association, New York State Charities' Aid Association, New York State Association, Department of Charities and Correction of Westchester County, New York State Federation of Women's Clubs, New York State Federation of Labor, National Committee for Mental Hygiene and the National Committee on Prisons and Prison Labor.

It was decided that the National Committee on Prisons and Prison Labor should organize a committee to work out a practical program for dealing with misdemeanant prisoners in New York State. Hon. George W. Wickersham was elected chairman of this committee; Miss Julia K. Jaffray, secretary, and the organizations represented at the meeting agreed to appoint representatives on the committee.

This committee was instructed "to bring together all the material now available in the office of the several organizations on prisons including the report prepared by Mr. Moyer, the investigations of the Prison Association of New York, the New York Women's Prison Association, and the New York State Commission of Prisons, and with this material as a basis to work out a program covering the county field to co-ordinate with the report of the New York State Prison Survey Committee."

New York State Is Developing a System of Centralized Control Over Prisoners

The earliest prisons in New York State, in which prisoners serving sentences for felonies were incarcerated, were managed by separate Boards of Managers. As early as 1676, however, a constitutional provision established the office of Superintendent of State Prisons, vesting in the office control over all such prisons. Another constitutional provision adopted in 1894 established the State Commission of Prisons "to visit and inspect all institutions used for the detention of sane adults charged with or convicted of crime."

The Commission, therefore, has power of supervision, not only over persons convicted of felonies but also over persons convicted of minor offences and held in custody of the sheriff.

The logical development is to extend the jurisdiction of the Superintendent of State Prisons to include those prisoners serving sentences for minor offences.

The First Steps Towards State Control of Misdemeanant Prisoners in New York State

The Legislature of 1912 enacted a law providing for the establishment of a State Reformatory for Misdemeanants to provide "for the reformation and the educational, industrial and moral instruction and training of males under conviction and sentenced for commission of misdemeanors and other minor offences."

An appropriation of \$50,000 was made toward the selection of the site and preparation of the grounds. Governor Dix appointed a board of seven managers. The development of the institution proceeded no further.

A State Industrial Farm Colony for Tramps and Vagrants was authorized by the Legislature in 1911, and in January, 1913, the State took title to a site situated in the town of Beekman, Dutchess county, for the purpose of erecting and maintaining thereon this industrial farm colony. The farm colony was never developed, however, and the tract of land was used for a training camp during the war.

The Present Is the Time to Extend This Control to Prisoners Convicted of Minor Offences

The New York State Prison Survey Committee referred to in the resolution authorizing the organization of this Committee, was

appointed by Governor Alfred E. Smith in 1919, following his message to the Legislature in which he stated:

"Recent years have marked the dawn of a brighter day for the administration of our prisons and the proper treatment of convicts. The man power of our jails and prisons, however, is still kept under an iron discipline which degrades and tends to destroy the very manhood it is our intention to restore.

"I will have a thorough investigation made of the correctional administration of the state and that which needs remedial legislation I will communicate at a later date."

The Prison Survey Committee made an extensive study of the system of dealing with prisoners sentenced for felonies and as a result of this survey the State is developing a comprehensive system of classification and employment for such prisoners.

Prisoners serving sentences for minor offences should be considered part of the general problem and provision for them included in the plan which is being worked out as it can readily be adapted now, while later the modifications necessary to include misdemeanants might raise difficulties.

A Practical Plan for Securing State Control for Misdemeanant Prisoners Is Outlined in This Report

The committee has carried on its work consistently since 1921, studying the problems presented by misdemeanant prisoners from every aspect. It has reached the conclusion that such prisoners should be placed under the control of the Superintendent of State Prisons, except in counties where they are now committed to the custody of a commissioner and a department with facilities to classify and employ them; and, furthermore, that state industrial farms should be developed for the confinement of such prisoners, several counties sending their prisoners to one farm.

A practical plan for effecting this reorganization of the system of dealing with misdemeanant prisoners is outlined in this report and the legislation and other steps necessary are proposed on pages 39-40.

The committee cannot urge too strongly the necessity for immediate action to carry out its recommendations.

In Other States the Movement Is Making Progress—New York Should Not Lag Behind

The committee desires to point out that Congress in 1909 established an industrial farm at Occoquan, Virginia, for the misdemeanant prisoners who formerly were confined in the jail in the city of Washington, and that the movement for state control is making definite progress, especially in the following states:

Indiana—An industrial farm colony under state control for male misdemeanants was established in 1913.

Pennsylvania—Legislation was enacted in 1917 for the establishment of industrial farms for misdemeanants, the struggle since that date being to secure the appropriations necessary.

Massachusetts—A vigorous campaign for state control for all convicted prisoners has been carried on for the past three years under the leadership of Hon. Sanford Bates, Commissioner of Correction.

Massachusetts also affords a striking example of the type of industrial farm colony recommended in this report. The State Farm at Bridgewater covering some 1,400 acres, receives state prisoners and also prisoners from the county institutions. This farm has demonstrated that "farming is a profitable industry for the employment of prison labor as the products of the farm have reduced the per capita cost to about one-half that of any other penal institution maintained by the Commonwealth and about one-third that of the county institutions."*

Similar campaigns are also developing in Virginia and Florida, especially in the latter state, where the old practice of leasing jail prisoners was terminated in January 1924, and where already, a group of volunteer workers in St. John's county, led by Miss Josephine Lindley, representing the National Committee on Prisons and Prison Labor, has guided the local authorities in the establishment of a farm colony for misdemeanant prisoners, which can well form the nucleus of a state farm system.

The Problem

At the time the study was begun, namely, June 30, 1921, 990 misdemeanant prisoners were serving sentences in the county jails and county "penitentiaries" of New York State (the number of such prisoners in these institutions on January 1, 1923, was 1,312.

The majority of these prisoners—practically all who are confined in the county jails—pass their time in idleness, maintained at public expense, in many cases free to indulge in degrading practices and leaving at the end of their terms to commit new crimes and return to the jail or one step further, to a state prison.

These prisoners require very different treatment and training from that accorded the other inmates of the jail, viz: persons awaiting trial or held as witnesses. The herding together of sentenced prisoners and those presumably innocent before the law presents extreme difficulties and invariably results in injustice and inefficiency, not to mention the degrading influence prisoners guilty of repeated crimes may have on those arrested for their first offense and possibly innocent.

Another serious handicap of the present system is that the sheriff, though usually a representative business man of the community, has not had special training and experience in penal problems. Furthermore, the number and variety of duties in con-

* Report of the Joint Special Committee on County Government to investigate the subject of county government in the Commonwealth and the relation of the counties and their institutions to the Commonwealth and its institutions—January 1922—Page 47.

tion with his office make it extremely difficult for the sheriff to meet fully the many technical problems connected with the care and training of prisoners.

The Committee had, therefore, to devise a practical plan for removing sentenced prisoners from the custody of the sheriff and confinement in the jail and to provide for their inclusion in the system of classification and employment which the state is developing for prisoners serving sentences for felonies.

The Method of Work

The inquiry conducted by the Committee dealt with the four major phases of the problem:

1. Social, with special reference to the mental and physical condition of the prisoners, and on this point a very full and competent survey was made by the National Committee for Mental Hygiene.
2. Administrative, including housing and maintenance costs.
3. Industrial, dealing especially with the problem of the employment of prisoners.
4. Legal, a comprehensive study was made by Mr. Wickersham of the constitutional and legislative provisions regulating the present system to determine the best method of securing reorganization of the system and the legislation necessary to effect the changes.

The results of these several inquiries have been coordinated and on these have been based the recommendations contained in this report.

The Survey made by the National Committee for Mental Hygiene

During the winter and spring of 1923, the National Committee for Mental Hygiene conducted an examination of 1,288 prisoners, confined in 34 county jails and penitentiaries in New York State, outside of the city of New York. A full report of this survey has been prepared, and the following summary is a statement of some of the more outstanding facts gathered from a careful physical, psychiatric, psychological and social examination of these prisoners.

Ninety-four per cent were males and 6 per cent were females. Obviously the problem of the woman in jail, in point of numbers, is a very insignificant one.

Eighty-eight per cent were white; 10 per cent were colored. 3 individuals were half breeds and there were 8 Indians. It will be seen that the problem is largely a white problem,—contrary to the jail situation in certain southern states, where the great majority of all jail inmates are negroes.

It is interesting to note that 73 per cent—almost four out of every five prisoners—were native born.

Sixty-nine per cent of these individuals were under 40 years of age—at the most productive period of life—when every man should be an asset to the community. It is a striking fact that

38 per cent—better than every third person—was under 30 years of age, at the most hopeful period of life, when something constructive should be done in preparing him to meet life's battles.

Sixty-four per cent of the prisoners were able to go further than the fourth grade in the public schools. It is an interesting fact that 136 of these jail inmates had been high school students, and 20 had been college men. It will be seen then, that the great majority had received some form of academic education. The shortcoming, however, will be found in another direction,—for 58 per cent of these individuals were unskilled workmen—had no regular trades, and stuck to no form of work. This, we believe is a very significant and important fact—that, though 256 prisoners had received an 8th grade education, the great majority of them had never been fitted for any trade or any occupation that would enable them to compete in life with their fellows to earn a living and comfortably support themselves.

This particular survey but confirms the general opinion that jail inmates are, in a large measure, drifters and have no regular employment and family ties. 55 per cent of these prisoners were single; while 28 per cent were married; 8 per cent were separated; 1 per cent divorced; 6 per cent widowed; 2 common-law and 5 unascertained.

Probably the most outstanding and depressing fact in the entire study was the great frequency of recidivism,—69 per cent being repeated offenders,—having been previously arrested. This is but in keeping with similar studies in penal and correctional institutions throughout the country, and means that we are in a large measure dealing with the same material over and over again—looking up and turning out the same individuals, and failing to adequately protect society from their depredations.

Much light is thrown upon this failure by tables in the report dealing with the physical and mental conditions of the offenders. The following paragraphs will give a summary of some of these findings.

Approximately 71 per cent were suffering from some well recognized nervous or mental abnormality. 16 per cent were actual cases of mental disease; 14 per cent were cases of mental deficiency, while 41 per cent showed other conditions such as psychopathic personality, epilepsy, endocrine disorders and the like. It is useless to discuss at length the vital causative relationships between these mental conditions, and the life long careers of failure and crime. Neither the policy of safe-guarding the public interest, or plain humanity, in providing suitable treatment for the mentally afflicted and mentally sick can justify the detention of many of these persons in jail.

Fifty-nine per cent of all prisoners studied were suffering from physical disease or physical disorder and defect that warranted medical care and treatment.

The upshot of the whole thing is that the great majority of all jail prisoners (almost four out of every five) are suffering from

mental and physical disabilities and disorders that are the most fundamental factors in their life long careers of social failure and crime. Not only this, but any policy which undertakes to protect society or to reform these individuals without taking into consideration these important facts, is inviting failure.

The National Committee for Mental Hygiene believes that three vital principles should govern the State in meeting the issues presented by jail inmates:

1. *Well-planned and adequately financed diagnostic clearing house facilities.*—Where sentenced jail prisoners may be sent for a period of observation and study; for classification, and for mapping out the program of training and treatment that the State penal system would need to employ in reconstructing a given individual.

2. *Suitable institutional facilities for treatment and training.*—Our findings—if they point to anything at all—show conclusively that these individuals in a large proportion of cases need hospital facilities for medical and psychiatric treatment. They also show that the majority have no trades at which to earn a living. They forcibly point to the need of something more than a mere jail or place of custody, if we are to accomplish that which society endeavors to accomplish in sending prisoners to penal and correctional institutions. They point to the need of State controlled plans—combining the hospital, industrial, vocational and agricultural divisions.

3. *Parole.*—When and only when the prisoner's personality has been reconstructed to the degree to make possible his safe return to the community. Before being paroled, a thorough-going revision of all of the findings in his case; a study of his career and behavior under confinement, and his response to the treatment and training procedures employed—should be made. Suitable employment should be selected and the very closest, kindest and most understanding supervision should be given to him during the first few months of his return to society.

Buildings for the New York State Classification Prison Clinic at Sing Sing are practically completed and should be put into use at the earliest possible date. At this clinic thorough examination, medical, physical and according to work record and other experience in life, will be given all adult males sentenced for felonies to the custody of the Superintendent of State Prisons. The problem of working out the method of extending the activities of this classification prison clinic to include prisoners sentenced for misdemeanors is being referred to the committee which is developing plans for the clinic. This centralization of examination and costly scientific service is in the interest of efficiency and economy.

This Survey Points to the Necessity for Indeterminate Sentences for Misdemeanant Prisoners

The survey made by the National Committee for Mental Hygiene further points to the necessity for the indeterminate sentence for these misdemeanant prisoners.

The fact that 69 per cent of the cases studied had been previously arrested proves conclusively the inefficacy of arrest and a short sentence as a deterrent to crime, and points to the absolute necessity for treatment and training.

The Legislature of 1915* enacted legislation extending and developing the reformatory and correctional functions of work-houses, penitentiaries, and reformatories under the jurisdiction of departments of correction of cities of the first class, providing for the sentence, commitment, parole, conditions of discharge and reaprehension of persons committed to such institutions and for the establishment of a parole commission in such cities.

Conclusion

The prisoners under discussion in this report correspond to the prisoners under the jurisdiction of the departments of correction of cities of the first class. The legislation regulating the sentences of misdemeanant prisoners in cities of the first class should be extended to include all misdemeanant prisoners if any successful attempt to rehabilitate them is to be made.*

ADMINISTRATION—HOUSING, MAINTENANCE AND COSTS

Questionnaires were sent to the sheriff of each county in New York State which would have enabled the committee to arrive at the exact cost of administration, including housing and maintenance, if the sheriff had been in position to fill them out accurately and completely and if there had been a uniform system of accounting.

Owing to the many different systems of accounting, and in some instances the lack of any system, the information derived is useable only to indicate the cost and to emphasize the fact that a uniform system of accounting must be installed, supervised and audited by the State Comptroller before it will be possible to arrive at an accurate knowledge of the cost of supervising and maintaining the prisoners in county jails and penitentiaries.

* Laws of New York, 1915, chapter 579.

* In order that the indeterminate sentence law may function, the removal is necessary of the present statutory restriction relating to the sentencing or transfer of inmates to a county penitentiary, which provides that contracts between one county and another shall be on the basis of a 59 day minimum sentence.

From the incomplete information gathered by the questionnaires it costs approximately sixty-five cents per day, per prisoner, for food, clothing, medical and household supplies. This figure includes in some instances the cost of light, heat and power, but in no instance does it include carrying charges on the buildings or grounds.

On this basis it is fair to assume that the maintenance rate is at least one dollar per day per prisoner. From the best available records there is an average daily inmate population of 990 convicted prisoners. On this basis it would cost \$361,350 yearly for maintaining the convicted prisoners.

The county jail system is closely interwoven with the sheriff system and in most cases the full salary of the sheriff, deputy sheriff, cost of sheriffs' upkeep and automobile are charged against the jail, although it is clear that not all the functions of the sheriff are associated with his work in and around the jail. The establishment of the accounting system outlined above is therefore an absolute necessity.

Housing—County Jails

The State Commission of Prisons has been active in investigating the sanitary conditions of county jails and in recommending improvements thereof. Substantial progress has been made by many counties toward carrying out the improvements recommended.

The State Commission of Prisons now classifies the 63 jails as follows: modern, 37; fair, 7; old, 19; bad, 9. (These 9 jails are located in the counties of Albany, Cayuga, Clinton, Cortland, Lewis, Oneida, [Utica and Rome], Queens and Schuyler. Cortland county at the present time is building a new jail and Clinton jail has been remodeled.)

The questionnaires report that the total population of half of these jails, including sentenced prisoners, persons awaiting trial and those held as witnesses, averages less than ten per day, also that two jails had no prisoners during 1922, another had only one prisoner and still another only two prisoners.

The State Commission of Prisons has not the power to condemn a jail and force its abandonment and the vesting of such power in the Commission appears necessary in the interests of economy and the general public welfare.

County Penitentiaries

Five counties beside New York maintain penitentiaries—Albany, Erie, Monroe, Onondaga and Westchester. The State Commission of Prisons reports as follows in regard to these penitentiaries:

Albany has been condemned and the county is considering suggestions for the erection of a new institution located on a farm.

Erie.—The Erie County Penitentiary has just been relocated on a farm and is in excellent condition.

Monroe.—The large growth of the city of Rochester makes necessary the removal of this penitentiary to some farm or outlying section.

Onondaga.—Clean and in good order.

Westchester.—Excellent. A model for the country.

The cost of housing misdemeanant prisoners cannot be accurately estimated, due to the fact that the accounts in many instances are involved with those of the courthouse. The cost of repairs, light, heat, telephone service, etc., are not separated for the jail.

To ascertain these costs the uniform system of accounting is necessary.

Conclusions

First.—A uniform system of accounting must be installed, supervised and audited by the State Comptroller before it will be possible to arrive at an accurate knowledge of the cost of supervising, maintaining and housing prisoners sentenced for misdemeanors.

Second.—The State Commission of Prisons should be given power to force the closing of county jails or penitentiaries, when, after proper public hearing, it is determined that such jails are not adequate for proper classification of prisoners and do not provide sanitary conditions necessary to preserve the health of the inmates.

Third.—Two of the five county penitentiaries will soon be relocated and a number of jails are in such condition that they should be closed out. The new system of dealing with misdemeanant prisoners, therefore, should be developed at once in order that the new penitentiaries may be adapted to the new system and no unnecessary jails built.

Employment of Prisoners

The five county penitentiaries employ their inmates as follows:

Albany.—Too many inmates engaged in institutional maintenance work. Farming, tailoring and shoemaking negligible industries as now conducted.

Erie.—Construction work on new penitentiary at Wende, farm improvements and dairying have saved money for the county

and utilized the labor of an unusual number of prisoners. For the future, industries must be developed to make up for the lack of construction work.

Monroe.—Idleness is an outstanding feature of the daily routine. Farming, which offers employment for a comparatively small number of the inmate population of this institution, has contributed liberally, because of an exceptional condition (products sold to Curtis Cannery Company), toward the cost of institutional upkeep. Prospects for the future are not good unless additional labor utilization can be found.

Onondaga.—The quarry offers good means of employment especially when co-ordinated with highway construction, as has been done in this county.

Westchester.—Owing to the fact that the penitentiary is situated on the same farm as the County Hospital and County Home, the major part of the activities are agricultural, although many trades are represented, giving opportunity for any experts to follow their own vocation. The acreage being so large and so many demands being made for new construction and maintenance of grounds and buildings, double the present population can be furnished constructive employment throughout the year.

The questionnaires report idleness as almost universally prevalent in the county jails. The exception is found in thirteen counties—Columbia, Franklin, Fulton, Nassau, Niagara, Oneida, Ontario, Orange, Oswego, St. Lawrence, Suffolk, Tioga and Warren, which afford employment to a portion of their jail prisoners during part of the year in the cultivation of county farms. Suffolk county reports non-cash items of estimated labor performed by the prisoners at \$7,019.50 for the year 1921.

Forty-three counties report no work other than the upkeep of the jail.

Thirty-three counties report the unit to be employed as averaging ten or less per day.

The reports from the county penitentiaries prove that misdemeanor prisoners can work and contribute largely to their own support.

Work is necessary to prevent deterioration of the prisoner and to remove the burden of maintaining idle men from the shoulders of the taxpayers.

Idleness cannot be overcome as long as prisoners serve sentences in county jails for the following reasons:

1. The cost of supervision is too great (thirty is the smallest unit which can be worked efficiently)

2. The sheriff is not an industrial man and cannot be expected to organize and operate any industry with profit to the inmates or the taxpayers.

The State is developing a system of prison industries which will furnish employment, adapted to their capabilities, to all the prisoners under the custody of the Superintendent of State Prisons.

Precedent for combining the sentenced prisoners from a number of counties is found in the provision in the Prison Law permitting Boards of Supervisors of counties to enter into agreement with the Board of Supervisors of any county having a penitentiary for the reception and maintenance in that penitentiary of persons sentenced for any term not less than 60 days.*

Conclusion

First.—The committee recommends that the State be districted and a State Industrial Farm be established in each district, with the exception that Westchester and Erie county penitentiaries remain under the control of the County Commissioners of Correction; and arrangements be made for these penitentiaries to receive the prisoners from other counties in their districts, and also for the co-ordination of the industries at these two penitentiaries with the State prison industrial system.

The following plan of districting the State is prepared after careful study of the probable number of prisoners, transportation facilities and costs:

District I. Erie County Penitentiary.—Orleans, Niagara, Genesee, Erie, Wyoming, Alleghany, Chautauqua, Cattaraugus.

District II. State Industrial Farm (present Monroe County Penitentiary).—Monroe, Wayne, Livingston, Ontario, Seneca, Yates, Steuben, Schuyler, Chemung.

District III. State Industrial Farm, Onondaga (present Onondaga County Penitentiary).—St. Lawrence, Jefferson, Lewis, Herkimer, Oswego, Oneida, Cayuga, Onondaga, Madison, Otsego, Cortland, Chenango, Tompkins, Broome, Tioga.

District IV. State Industrial Farm, Albany county.—Franklin, Clinton, Essex, Hamilton, Warren, Washington, Saratoga, Fulton, Montgomery, Rensselaer, Schoharie, Schenectady, Albany, Columbia, Delaware, Greene, Ulster.

District V. Westchester County Penitentiary.—Dutchess, Sullivan, Orange, Putnam, Westchester, Rockland, Nassau, Suffolk.

* Prison Law Sec. 330.
County Law (Laws 1909 c. 16, sec. 12).

Second.—That the State Board of Estimate and Control, which is now allocating the proper industries to the State prisons, be asked to make provision for industries for the farm colonies for misdemeanor prisoners in its scheme of allocation.

**The Survey of the Constitutional and Legislative Provisions Regulating the Present System*

The survey of the constitutional problems involved in the proposal to bring prisoners convicted of misdemeanors under State control disclosed the fact that the sheriff has a common-law right to the custody of persons committed to the county jails and the custody of them may not be reposed elsewhere.

It was further determined, however, that there is nothing in the Constitution of the State to prevent the sentencing of persons convicted of misdemeanors to the custody of the Superintendent of State Prisons, nor is there anything in the constitutional provision establishing the office of Superintendent of State Prisons to prevent this officer having custody over prisoners convicted of minor offences.

Conclusion

The committee is of the opinion that all prisoners sentenced for minor offences could and should be committed to the custody of the Superintendent of State Prisons and removed from the jails to farm colonies under his control.

National Guardsmen Confined in County Jails

The State Commission of Prisons points out that the Military Law provides for the commitment of national guardsmen to county jails and that under this law 150 national guardsmen were confined in the unfit New York County (Ludlow Street) Jail during 1923.

Conclusion

The committee is in agreement with the recommendation made by the State Commission of Prisons and desires to make this recommendation to the Governor, as Commander-in-Chief of the National Guard:

That the Military Law be amended so as to provide for the commitment of members of the National Guard to penitentiaries as well as jails, and, if the law be so amended, that it be suggested to the National Guard officers that the guardsmen convicted of breaches of discipline or military offenses be thereafter sentenced to such penitentiaries as will provide for proper classification of these men and accord them work and outdoor recreation during their terms.

* Made by Hon. George W. Wickersham.

FEDERAL PRISONERS CONFINED IN COUNTY JAILS

The Federal Government maintains no institutions for prisoners convicted of minor offences by the Federal courts, but boards these prisoners around in county jails and penitentiaries.

The allowance made by the United States Government for board of prisoners in jails barely covers the cost of feeding the prisoners and is sometimes insufficient even for that. The Government allows nothing for overhead, interest on the investment, expense of repairs and improvements, heating, lighting and wages and compensation of jail officers. If United States prisoners are to be confined in county jails, the amount should be sufficient to cover necessary overhead charges, as well as food.

The New York State Commission of Prisons reporting in 1922 on the Federal prisoners confined in county jails states:

"The number of Federal prisoners reported in county jails during the fiscal year was 1,145 and is included in the total admissions. That figure, however, is not accurate as to the actual number admitted, as Federal prisoners held in the jail in one county are frequently transferred to another county where a term of Federal court is held and are temporarily admitted to the jail in that county. Such prisoners are accounted for in both sheriffs' reports to this Commission.

"The Commission deplors the fact that the majority of Federal prisoners are detained in six of the old, inadequate jails of the State, viz: Albany, Broome, Cayuga, Clinton, Franklin, and Oneida. Many of these prisoners, some of them young men, are sentenced to serve comparatively long terms in these jails, none of which are modern and all, except Broome, have been severely criticized for a number of years by this Commission. It is to be regretted that modern jails with ample quarters, like those in Oswego, Montgomery, Jefferson, Tioga and Schenectady Counties cannot be used for this purpose."

For the year ending June 30, 1923, the Commission reports "that 1,006 Federal prisoners were admitted to the various county jails, one-half of them going to the old jails at Albany, Broome, Cayuga, Clinton, Franklin and Oneida counties, nearly all of which are usually overcrowded."

Conclusion

First.—The committee has requested the Federal Department of Prisons to commit all Federal misdemeanor prisoners to the county penitentiaries (with the exception of Albany, which is unfit to receive them,) until such time as the State industrial farms are developed; and has recommended that the Federal Government pay for these prisoners a rate at least equal to that paid by the State of New York.

Second.—The committee raises the question whether the United States Government ought not to provide one or more United States jails of its own for the detention of United States prisoners in States where the average number of such prisoners is large enough to justify such action.

THE RELATIONSHIP OF THE SHERIFF'S OFFICE TO MINOR OFFENDERS

The foregoing pages outline a plan for the care and training of prisoners serving sentences for misdemeanors.

Other classes of prisoners confined in county jails are:

- Prisoners awaiting trial.
- Prisoners held as witnesses.

It is customary also to commit prisoners, both county and Federal, to jails for very brief terms. It will be necessary to continue to confine such prisoners in the jails. The time and cost of transportation would make it impractical to transfer them to the industrial farms. Six days will probably be the minimum sentence for which prisoners can be sent to the farms.

The confinement of these short-time prisoners in the same jail and often in the same room as prisoners awaiting trial results in demoralization and confusion. It interferes with good discipline and greatly increases the difficulty of maintaining proper sanitary conditions. For instance, the city of White Plains, the county seat of Westchester county, has no police station for arrested prisoners and for many years has confined such prisoners in the county jail. They are brought in at all hours of the day and night. A drunken prisoner may keep the whole population awake for hours at a time. Sentences of from one to five days may have some effect by bringing the wrongdoer to realize the consequences of his acts, but the general opinion is that such sentences are fruitless and that if such sentences are imposed they should be served elsewhere than in a house of detention reserved for persons awaiting trial or held as witnesses.

The whole matter of short sentences to county jails and the relationship of the sheriff's office to minor offenders needs careful study.

Conclusion

That this committee request the New York State Association, together with the committees interested in minor courts to make a thorough study of the sheriff and minor court system.

RECOMMENDATIONS

I. That all sentenced prisoners convicted of minor offenses shall be sentenced to the custody of the Superintendent of State Prisons, except in counties where they are at present sentenced to the custody of a commissioner and a department with facilities to classify and employ the prisoners.

II. That industrial farms for misdemeanant prisoners shall be established. (See page 35.)

III. That an indeterminate sentence shall be adopted making possible the adjustment of the sentences of those eligible for commitment to a State industrial farm; and to facilitate the operation of this law that the present statutory restriction relating to the sentencing or transfer of inmates to a county penitentiary shall be removed.

IV. That, in the development of the new system, the following recommendations made by the National Committee for Mental Hygiene be carried out:

"1. Well-planned and adequately financed diagnostic clearing house facilities—where sentenced jail prisoners may be sent for a period of observation and study; for classification, and for mapping out the programme of training and treatment that the state penal system would need to employ in reconstructing a given individual.

"2. Suitable institutional facilities for treatment and training. Our findings—if they point to anything at all—show conclusively that these individuals, in a large proportion of cases, need hospital facilities for medical and psychiatric treatment. They also show that the majority have no trades at which to earn a living. They forcibly point to the need of something more than a mere jail or place of custody, if we are to accomplish that which society endeavors to accomplish in sending prisoners to penal and correctional institutions. They point to the need of state controlled plants—combining the hospital, industrial, vocational, and agricultural divisions.

"3. Parole—when and only when the prisoner's personality has been reconstructed to the degree to make possible his safe return to the community. Before being paroled, a thorough-going revision of all of the findings in his case, a study of his career and behavior under confinement, and his response to the treatment and training procedures employed—should be made. Suitable employment should be selected and the very closest, kindest and most understanding supervision should be given to him during the first few months of his return to society."

V. That legislation shall be enacted establishing a uniform system of accounting to be set up by the State Comptroller and adopted by all counties, the supervision and auditing of such accounts to be carried on by the Comptroller, who shall be given the appropriation necessary for carrying on the work.

VI. That legislation shall be enacted giving power to the State Commission of Prisons to force the closing of county jails or penitentiaries when, after proper public hearing, it is determined that such jails are not adequate for proper classification of prisoners and do not provide sanitary conditions necessary to preserve the health of the inmates.

VII. That the committee recommend to the Governor, as Commander-in-Chief of the National Guard, that the Military Law be amended so as to provide for the commitment of members of the National Guard to penitentiaries as well as jails, and, if the law be so amended, that it be suggested to the National Guard officers that the guardsmen convicted of breaches of discipline or military offences be thereafter sentenced to such penitentiaries as will provide for proper classification of these men and accord them work and outdoor recreation during their terms.

VIII. *That the committee request the Department of Federal Prisons to commit all Federal misdemeanant prisoners to the county penitentiaries until such time as the State industrial farms are developed; and that the committee recommend that the Federal Government pay for these prisoners a rate at least equal to that paid by the State of New York, and that this committee urge upon the Federal Government the desirability of establishing Federal industrial colonies for misdemeanant prisoners in States where the number of such prisoners is large enough to justify such action.

IX. That the committee request the New York State Association, together with the committees interested in minor courts, to make a thorough study of the sheriff and minor court system.

* Federal prisoners are now being sent to the Westchester County Penitentiary as a result of the Committee's efforts.

CHAPTER IV

PERSONAL WORK FOR PRISONERS IN LOCAL JAILS

From time to time during the year representatives of church and prison organizations met at the call of the Federal Council of the Churches of Christ in America, 105 East 22d street, New York City, as a Committee on Delinquency, to develop a plan whereby the church could play an effective part in the treatment of crime and the delinquent.

The Prison Association of New York was privileged to serve on the committee formed for this important work through its general secretary, who also represented the American Prison Association.

One of the important decisions of the committee was to concentrate its efforts on the county jail problem in this country. The first step took form in the promotion of personal contact service between church-going people and the inmates of county jails. To this end there was prepared a handbook for the guidance of committees undertaking personal work for prisoners in local jails. The handbook is submitted herewith, and is adequately self-explanatory as to the need, and the possibility, of wholesome Christian endeavor in behalf of those who have fallen by the roadside.

A HANDBOOK FOR THE GUIDANCE OF COMMITTEES UNDERTAKING PERSONAL WORK FOR PRISONERS IN LOCAL JAILS

COMMISSION ON THE CHURCH AND SOCIAL SERVICE,
FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA,
105 EAST TWENTY-SECOND STREET, NEW YORK

"Brethren, even if a man be overtaken in any trespass, ye who are spiritual, restore such a one in a spirit of gentleness; looking to thyself, lest thou also be tempted."—GALATIANS VI: 1

(American Revision)

Foreword

The jail should be the most reformatory prison in the land, because it presents the first opportunity of society to work for the restoration of the young offender when he first falls into the hands of the law. More can be done for the restoration of a criminal within a week of his first arrest than can be done in six months after his commitment to a State reformatory or a State prison.

This statement would appear to be self-evident, yet it has been agreed for more than fifty years by all who are familiar with jails

that instead of being reformatory in their influence they are schools of crime from which the pupils invariably come out worse than they go in. Not only that, it is agreed that the graduates of jails go forth to become in their turn teachers of vice and crime to the young people of the community.

It is an amazing fact of our civilization that legislatures cheerfully appropriate money by the million to maintain reformatories for those who have already become confirmed in wrong-doing, while they do not appropriate thousands for the reformation of the jail prisoners who are five times more amenable to reformatory influences.

Lockups, police stations, county jails, and workhouses are local institutions, maintained by the city or county treasury and administered by city or county officials. The character and influence of these institutions should be a matter of deep concern to Christian ministers and laymen and to philanthropic citizens generally. But from such inquiries as this Commission has been able to make we have found that the local jails of villages, cities and counties are almost unknown to the ministers and Christian laymen and laywomen of those communities. They seem to feel or act as if they feel that criminals and prisoners are outside of the concern or obligations of the church and its members.

Religious services are maintained by groups of good people, representing the Salvation Army, the Women's Christian Temperance Union, or other groups of interested men and women. Much of what is done is excellent, but these services are often conducted with very little knowledge of how the prisoner feels and thinks, or how he can best be reached and helped by spiritual influences. Christian ministers and Jewish rabbis respond to calls from prisoners when they are sent for; but this seldom happens and as a rule the prisoner does not enjoy the most helpful of spiritual influences, namely, personal contact with a good and kindly person moved by the spirit of Our Lord Jesus Christ.

Local Organization Needed

This commission believes that there should be in every community where a village, city, or county jail exists a well-chosen committee, representing the Protestant churches of the community and working in harmony with similar committees of the Roman Catholic and Jewish churches, to render to the prisoners of the community those personal, spiritual influences which are the most potent forces for the restoration of those who have gone astray and for the establishment of good and stable character.

We believe that these committees should be chosen by the pastors of the community and should be representative of the churches to which they belong.

We believe that the first duty of these committees should be to discover prisoners and accused persons who are inexperienced in crime and who may be helped by wise Christian counsel, and to bring to bear upon them such wholesome and personal influence as may promote their deliverance from wrong courses.

This does not mean that no effort shall be made in behalf of prisoners who have had previous criminal experience. It is not uncommon for those who have had repeated criminal experience to reform. But those who are inexperienced will be most reclaimable.

Prison officers are usually skeptical as to the possibility of reforming hardened criminals and will be much more ready to cooperate in efforts in behalf of first offenders.

These committees should establish such contacts with the sheriff, the jailer, the prosecuting attorney and the chairman of the county board as to secure their interest and cooperation, and should then stand ready to assist in proper ways such prisoners as are accessible to such influences.

It will usually require considerable time to establish the relations above suggested with the public officials, but we are confident that it can be done by the exercise of wisdom, tact, patience, and good sense.

National Interchurch Organization

It is proposed to organize in each State of the Union, as soon as possible, a state center, under the leadership of a representative of some one of the religious bodies, acting in behalf of the others, and by a common understanding, to promote the establishment of this work in individual communities and to furnish assistance and advice in getting the work under way. It is hoped and believed that all of the churches of the community will unite heartily in this common movement just as they do in many other forms of community service. By following such a plan, which utilizes the organizational machinery of the different cooperating communions, it seems possible to reach the 3,000 and more county seats in the forty-eight States of the Union; which is a very great task.

A Plan of Operation

1. The chairman of each local association of ministers, or, where there are local councils of churches, the executive secretary should correspond with Rev. Carl H. Barnett, secretary of the Social Service Commission of the Federal Council of Churches, assigned to this project, 105 East 22d street, New York City, who will furnish him with a copy of this document and will give such advice and information as may be desired.

2. When the number of local committees becomes larger than can be conveniently handled on this plan, the committees will be asked to unite in selecting a state representative and establishing a State center for carrying on the work.

3. The ministerial association, in committee of the whole, should elect one lay member (man or woman) from each constituent denomination, or in small communities each church, and three clerical members to constitute a jail committee; and at their next meeting they should elect a devoted and interested person as chairman of that committee. When there is a local council of

churches, it is likely to have appropriate organization for the work.

The success of the full undertaking will depend in large part upon the choice of the chairman. We suggest his election by the Ministerial Association, or by the local council of churches, in order to insure the choice of a representative who can command the confidence and support of the churches, and who is vitally interested in the work.

4. This committee should elect a secretary and a treasurer and appoint any sub-committees which may be deemed necessary. It is not believed that it will be necessary to adopt a constitution and by-laws, but there will be nothing to hinder this action. It is desirable to adopt this document as a method of procedure since it represents a national understanding.

5. Let the committee accumulate a fund of moderate size for emergency cases. It will not be necessary to accumulate a large fund, but cases will arise which will require cash. This may be provided by private subscriptions or by an offering in the churches after presentation of the plan.

6. Let the committee establish relations with the sheriff, the prosecuting attorney, the chairman of the county board, the chief of police, the mayor, and the jailers, these being the officers responsible for the management of the county and city jails. Let them explain the purpose and plans of the committee and seek their cooperation and good will.

Method of Work

7. The purpose and plan may be explained as follows: Every jail receives many prisoners who are arrested for the first time and are not experienced or confirmed in crime; but may be helped and restored to right living and good citizenship by friendly counsel and assistance. Many prisoners have dependent families who are brought into distress by their arrest and are in need of help of one kind or another. The public officers should be made to realize that this committee is not sentimental, that it will not interfere with the discipline or promote the coddling of prisoners, and that it aims to cooperate with the officials in practical and sensible efforts to benefit prisoners who are susceptible to good influence. These officers should be given to understand that when a prisoner is committed who appears to them to be in need of their good offices the committee will provide one or more judicious men or women to consult with the officials, to have personal and private interviews with the prisoner, to win his confidence, to give him friendly counsel and advice, and, if necessary, suitable assistance.

It should be understood that this committee will interest itself in the members of the prisoner's family who are in distress because of his arrest and imprisonment.

The committee may assist the prisoner if necessary in obtaining proper counsel, or they may advise him to plead guilty and take the consequences of his wrongdoing, or they may lend him money for payment of a fine to be restored in installments.

It is to be understood that the committee will interest itself in the prisoner after his release, assist him in obtaining employment, encourage him when he becomes depressed, and admonish him if he goes wrong.

Avoid Destructive Criticism

8. The committee should carefully avoid starting with a campaign of destructive criticism. They will probably discover abuses in the jail which need correction. It may be dark, damp, unwholesome, and dirty. It may be infested with vermin, and it may have no proper provision for the classification of prisoners or the care of sick people. It will probably be found that the prisoners are living in enforced idleness, that the cells are over-crowded, that abominable vices exist. Perhaps the "kangaroo court" is permitted with hazing and cruel practices. The privacy of women prisoners may not be properly safeguarded. The jail itself may be subject to the political spoils system.

Where such evils exist, it will usually be found that they are of long standing and were inherited by the present officers. The best way for the committee to remedy these evils is by establishing friendly relations with the officers and winning their confidence, after which they may be able to secure the correction of these abuses without a public scandal, and without arousing the hostility and opposition of public officials.

Sheriffs and other county officers are usually men of humane impulses and they tolerate these abuses because of tradition and because they have not realized their destructive tendency.

9. This committee, representing the religious forces of the community, and composed of members of the churches, will have as its final purpose the exercise of a spiritual influence upon the prisoners. In the judgment of this commission the most helpful way to exercise such an influence is by personal contact with an understanding, right-minded, Christian man or woman. Such intercourse has always been the most potent means of propagating religion in the human soul. To our best knowledge this plan of spiritual influence is altogether too much neglected in our prisons.

We believe that the influence of the proposed committee can best be exercised by private interviews with individuals, apart from their fellow prisoners. If the committee deserves and acquires the confidence of the sheriff and jailer, it will be possible to arrange for such interviews. In every jail it is customary to give opportunity for private interviews in the jail between the prisoner and his legal counsel; and interviews with members of the committee can be arranged on a similar plan. Such interviews involve some trouble and inconvenience to the jailer; they will be a matter of favor and not a matter of right; they are likely to be granted, however, if the matter is handled with patience and tact.

10. One of the most potent methods of winning the confidence of the prisoner and creating a disposition on his part to listen to the advice and counsel of the visitor is through his relation to his family. His father and mother are plunged in grief through his

misconduct; or his wife and children are in want because of the imprisonment of the breadwinner. The family are oppressed with a sense of shame and disgrace.

If a member of the committee can bring comfort and consolation to the distressed parent, or can find a way to help the needy family of the prisoner without compelling them to make application for public relief, involving an investigation into the cause of their necessity, the prisoner, if he has any sense of decency, is grateful for these kind offices, and becomes accessible to reformatory influences.

In all this personal work with prisoners their religious affiliations—Protestant, Roman Catholic, Hebrew, or other faith—should be respected, and whenever possible a prisoner should be brought into relation to his own pastor, or to a pastor of his own faith. But, in all events, spiritual help should be brought to him.

Religious Services in Jails

11. The committee, representing the religious organizations of the community, should interest itself in the maintenance of religious services in the jail. In many communities such services are already established, either by ministers of different denominations, or by the Salvation Army, the W. C. T. U., or other volunteer Christian workers. The committee should recognize and cooperate with such religious effort, if possible. Sometimes these efforts are crude and unwise. In some cases they may be so conducted as to be positively harmful, promoting hypocrisy rather than religion. Such cases should be dealt with patiently and sympathetically, because the conductors of such services usually have good intentions, even though they make mistakes. In any event, such work should be brought into effective relations to the churches of the community through the proposed joint committee, so that whatever Christian work is done in the jail represents and is finally directed by the cooperating churches.

In those jails where no religious services are being held, the committee should establish such services but should endeavor to conduct them in such a way as to promote respect for religion and a desire for right living, and not to stimulate hypocritical professions, dictated by the hope of "working" somebody in order to get out of jail.

12. It is highly important to remember that the success of this undertaking can not be accomplished in a few weeks or a few months. Those who engage in it should be prepared for a long and patient campaign, without spectacular glory, and with comparatively little visible results.

13. Until further notice, correspondence with reference to this movement may be addressed to Rev. Carl H. Barnett, secretary of the Department of Community Relations of the Commission on the Church and Social Service, assigned to this task, 105 East 22d street, New York City.

CHAPTER V

* ACTIVITIES OF THE BUREAU OF INSPECTION, INVESTIGATION AND LEGISLATION

SPECIAL STUDIES AT SING SING

In the 1920 report of the Prison Association of New York there was included a summary, prepared by the general secretary of the Association, of the recommendations of the Prison Survey Committee appointed by Governor Smith early in 1919.

It was decided, in the late spring of 1923, by the State Commission of Prisons and the Prison Association of New York that there was need for a check up on the accomplishments made in the State Prisons with respect to the recommendations made by the Survey Committee. A representative of the Association gave his special attention to developments and needs at Sing Sing Prison, and it was arranged with the State Commission of Prisons that its representative would study the progress in the other prisons of the State, but that body did not complete its work because Governor Smith called upon the State Board of Estimate and Control, in cooperation with the New York State Association, to make a special study of the prison industries. However, the study made by the Prison Association at Sing Sing was practically completed before the Governor's special group was designated.

The check up made by the Prison Association of the progress and needs at Sing Sing was not confined to the industries but also included the general administration of the prison, with the Survey recommendations as a basis.

The material submitted herewith embraces the following:

Sing Sing Industries	The System of Identification
Sing Sing School	Records at Sing Sing
Religious Activities at Sing Sing	Report on Kitchen and Food
Mutual Welfare League at Sing Sing	Requisitions at Sing Sing
	The Paid Personnel.

The text of the industrial report is arranged in the form of exhibits, numbering from 1 to 11. These are prefaced by a summary of the contents of the exhibits. The recommendations relating to the industries are included in exhibit 11 on pages 73-76.

* Chapters V, VI, VII, VIII.

THE SING SING INDUSTRIES

I. *Comparison of the Operation of Industries in the Years 1920-1923* (pages 50-52)

1. Improved cost control and inspection of products.
2. New machinery and equipment installed.
3. Standardization accomplished, and proposed expansion of the Industries.
4. Additional floor space and machinery required.
5. Increased production and marketing problem.
6. Sales and releases — policy and control.
7. Inadequate Shipping and Storing facilities.

II. *Incentive for Prisoners to Work and Learn a Trade* (pages 52-56)

1. Grading of inmates for time compensation is inadequate. Law to be amended.
2. Correspondence course scholarships to qualified inmates is described.
3. Reconstruction of Parole Board and, after this procedure, to make the parole laws elastic.
4. Wage incentive essential.
5. Athletic games, moving picture shows, etc., privileges as incentives to good conduct and work.
6. Wage Incentive — (A.) Section 185, chapter 177, enacted in 1922, giving Supt. of Prisons powers to make rules for paying wage to prisoners; (B.) Present scale inadequate.
7. The Marking System in Sing Sing is perfunctory. Change of method recommended.
8. Mutual Welfare League serves as intermediate link between officials and inmates. Now on self-supporting basis and is practically a non-political organization.
9. Recommendations to make possible increased sales, production, profits and eliminate the restrictions in the use of the Prison Capital Fund so that it can be applied to wages for prisoners; grading of prisoners for compensation of sentence and more elastic parole to follow the reconstitution of the Parole Board, etc.

III. *Modern Equipment Purchased and Installed and Improvements made* (pages 56-59)IV. *Shop Conditions and Hours of Work* (page 59 to 61)

1. Machine safety-guards installed.
2. Shops' sanitation improved.
3. Additional windows cut in the walls of the shops to afford more light.
4. Hours of work controlled, save for school attendance and other requirements.
5. Inter-departmental transfers of inmates greatly reduced.
6. Shop conditions and management improved.
7. More adequate fire equipment has been provided.

V. *Shop Methods and Control* (pages 61 to 62)

1. Accounting system entirely reorganized: cost-plus and voucher systems installed, the cost system being constantly developed.
2. Inspection methods improved. Shipping foreman appointed industrial inspector.
3. Individual responsibility for operations well placed in shoe and knit shops.
4. Three industrial instructors provided in addition to foremen.
5. Definite tasks assigned in brush and knit shops.
6. Proposed numbering of machines to improve production control.
7. Check on unfilled orders and monthly material requisitions.
8. Machinery and supplies better protected during non-working hours. Recreation room provided for knit shop men.
9. Shipping Department — (A) Records systematized; (B) Shipments expedited.

VI. *Adequate Salaries for Foremen* (pages 63 to 64)

1. Increases in salaries proposed.
2. Actual increases to date.

VII. *Vocational Training* (pages 64 to 66)

1. Improved bookkeeping system provides clerical vocational training.
2. Modern machinery furnishes vocational opportunities. Linotype keyboard provided. Brooms are now made by machinery, instead of by hand.
3. Trade journals and technical publications subscribed to and foremen sent to industrial expositions for new ideas.
4. Correspondence courses secured for inmates who show special aptitude.
5. Prison Library — (A) Selected industrial and commercial books urgently needed to supplement shop training; (B) Books to be properly graded and cross-indexed for study and vocational use.
6. Vocational Classification — (A) Present method unscientific; (B) N. J. reformatory cited as a good example.

VIII. *Standardization* (page 66)

1. Number of styles of shoes, brooms and brushes reduced.
2. Manufacture of mattresses and pillows undesirable.
3. Additional machinery for manufacturing cans being installed.
4. Knit department products improved in quality and style.
5. Spinning plant at Sing Sing inadvisable.

IX. *Sales policy and control of releases* (pages 67 to 71)

1. Selling department necessary.
2. No industrial board has been created.
3. General storekeeper for all prisons required.
4. Buying power of public institutions and open market purchases to be surveyed.
5. Improved cost data for sales.
6. Price fixing by board of classification unfavorable to prison industries.
7. Advice of outside manufacturers in price fixing may be biased.
8. Centralized receiving, storing and shipping essential for efficient sales promotion.
9. Lack of sales promotion.
10. Law controlling institutional purchases of prison products imposes no penalty for noncompliance.
11. Nineteen cities and 422 towns and villages not customers of Sing Sing in last three years.

X. *General Superintendence and Financial Management*

1. Prison capital fund created in 1889.
2. Earnings of the industries in a period covering thirty-two years.
3. Expenditures from prison capital fund for general construction, general maintenance and for inmates' wages during thirty-two years.

XI. *Recommendations for Sing Sing Industries* (pages 73-76)

I. THE SING SING INDUSTRIES, 1920 to 1923

Since the prison survey was made the Sing Sing industries have undergone decided changes for the better. Although many of the recommendations in the survey were made applicable to State prisons in general, a basis of comparison for Sing Sing is possible by referring to the reports of the State Prison Commission and the Prison Association of New York and by inquiries made of prison officials and inmates, who have been in Sing Sing for years.

The present condition in the industries are as follows:

(1) Improved inspection of products and the installation of cost and voucher systems and up-to-date accounting which have been established, on the initiative of Mr. Joyce, after obtaining the approval of the Comptroller.

(2) The new machinery and equipment installed in the shops in the last three years amounted to \$59,935.74. New machinery has brought about improved methods and a means of providing more practical vocational training, but, at the same time, with the improved methods and the increased production, fewer inmate workers are needed to operate the modern machinery. Out of a total census of 1,200 men, there are about 400 assigned to the

industries, 60 to the jobbing shop and 132 employed in the construction of the new prison wall. Most of the work is overmanned, due to the excess of man-power, which, of course, interferes with the efficiency of the work, but until the sales are developed, the production increased and the existing industries enlarged, it is probably better to have too many men with partial employment rather than a lesser number with a full day's work.

(3) This suggests an increase in the size and variety of the industries. There is some available floor space in the "Brush-Mattress" shop, but most of the other shops, particularly the "Sheet Metal," are crowded. The manufacture of benches has been practically discontinued. The can industry was transferred to Sing Sing after the fire at Clinton. The wire-drawn brooms, done by hand-work, have been almost entirely replaced by the manufacture of staple brooms. It was suggested in the survey that the broom and brush industry, as then existing, be transferred to an institution for the blind or feebleminded. Various additional industries and vocational schools were recommended in the survey, as brickmaking, cooking schools, etc. In Sing Sing it would seem that the best course has been followed, *i. e.*, in standardizing and systematizing the existing industries before attempting to establish new industries. Now, with established systems of accounting and control of production, the existing industries can be expanded and other new industries can be organized along these lines.

(4) To increase the number of shop workers would require additional machinery and floor space. With the new building on the hill near completion some of the old buildings might be converted for this purpose. The floor space in the present shop buildings might be increased to a considerable degree if the materials stored in the shops were transferred to a central storehouse.

(5) The purchase of additional machinery and employment of a larger percentage of the Sing Sing population in the industries would result in an increased production and a greater variety of products, but the lack of development of the available market, under the "State Use System," would not warrant an increase of production until the sales have been developed. The Shoe, Knit Goods, Printing and Brush Departments, under existing conditions, could almost double their production if there was sufficient demand.

(6) The development of the market and the control of the releases was to have been the function of the Board of Standardization, proposed by the survey to absorb all the duties of the Board of Classification and special functions of the Prison Commission — receiving yearly estimates for products needed during the ensuing year and granting releases. The State Bureau of Standards, created under the recent Miller Administration, will function for all State departments and will include some of the duties proposed by the survey for the Board of Standardization of the State Prisons. The State Superintendent of Purchase, another office recently created, will make all important purchases

for the prison, as well as all State departments. Section 176 of the Prison Law, which restricts the printing and photo-engraving done in Sing Sing and State prisons and penitentiaries to the work required by the Superintendent of Prisons, the Prison Commission and State charitable institutions, should be amended without delay through a campaign which might be organized by the State Prison Commission and the Prison Association of New York.

(7) The Shipping Department now includes inspection of products before shipping. Shipments are made more promptly, and binding the boxes and crates with iron bands by use of the Signode machine gives more security. The materials received and the shipments made are also better controlled with the improved accounting system, but there is still much to be desired in the receiving, storing and shipping of raw materials and manufactured products in Sing Sing. There is an urgent need for a centralized storehouse with adequate floor space for consolidating the receiving, storing and shipping. The present shipping-room and storehouses are not only very inadequate in space, but offer serious fire hazards. The two greatest immediate needs of the Sing Sing industries are increased sales and a building to store the raw materials and products. These needs are fully realized by the Warden and Deputy Superintendent of Industries. They will be able to meet the storeroom needs when the old buildings are vacated, but they have no control over the promotion of sales.

II. RECOMMENDATION No. 50 — 1920 SURVEY

An incentive for the men to work and develop habits of application to work and learn a trade to be instituted as follows (reference to inmate wage, reduction from maximum sentence, etc.):

In the shops and other departments the inmates are graded in four classes, A, B, C and D. They are granted compensation of sentence under paragraph 230, chapter 43, of the Laws of 1917. An inmate can earn a maximum of ten days each month if he is not given more than two demerits during this period. If he receives a lower rating he is given such compensation, less than ten days, as the Warden and the Principal Keeper decide. The grading of inmates as an incentive to good work depends upon the leniency or strictness of the shop foreman. The "A" marks are given to at least 95 per cent of inmates in all departments. The inmates expect to receive their "A" marks automatically, in the same way that they have been receiving their minimum sentence allowances, and they become disgruntled if the foreman gives them a lesser rating. The foreman is naturally anxious to keep up the morale and good relations with his inmate workers so that he ordinarily gives a poor mark only when some definite rule of discipline has been broken.

If the law relating to compensation were amended so that about 10 per cent of the inmates could be rewarded with extra compensation each month, for meritorious service and efficient work, the foreman would be free to make his recommendations for those

really deserving recognition. He would realize that if he were to play favorites there would be a strong boomerang and the morale and discipline would suffer.

The awarding of scholarships in correspondence courses to qualified inmates in good standing, by the Warden and the Board, is another incentive to good work.

A more elastic parole law was proposed in 1923, which would provide a strong incentive to inmates. The proposed amendment was incorporated in Assembly bill (Int. No. 934) and Senate bill (Int. No. 2234) introduced by Messrs. Hamill and Reiburn. The bills were strongly endorsed by the Warden. The Assembly bill passed, but the Senate bill was defeated because the provisions were too broad, especially in view of the lack of the reorganization of the Parole Board, which was recommended in the survey and has been strongly urged by the Prison Association for many years.

The cinematograph and vaudeville performances, ball games and other privileges, are incentives to good conduct and work as only those inmates in good standing are allowed to take advantage of them.

The granting of a wage, as an incentive, to inmate workers is now made more possible by the amendment to section 185 of chapter 177 of the Prison Law. The next steps necessary will be for the Superintendent of Prisons to adopt rules, and the enactment of legislation to eliminate the restrictions in the use of the prison capital fund.

The general policy of the Warden has been to improve the environment and to increase the incentives for work and good conduct as far as possible.

Twelve gas stoves with seventy-two burners have been installed in the old cook-house so that inmates can cook food purchased from the commissary. Food prepared in bulk, as in the Army, becomes tiresome and unpalatable. There are many things to be said against the sale of food from the commissary as a general policy, but a better spirit is maintained and incentive given when inmates are allowed to have some fried potatoes and meat instead of restricting them to steam-cooked food day in and day out. When the new kitchen is established, the new equipment there will provide for frying and baking and will eliminate the arguments in favor of inmates preparing their own food.

The 1920 Survey Recommendations Nos. 10, 11, 12, 51, 62, 63, 64, 65, 66, 67, 68, 69 and 70, relating to wages, wage incentive, wage scale, adjustment of wages, expenditure of wages, etc., have not been carried out in Sing Sing.—In order to comply with the above recommendations the Superintendent of Prisons will have to establish rules and a new policy.

Under section 185 of chapter 177 of the Prison Laws the earnings of a prisoner are limited to one and a half cents per day, except for work in excess of a given amount fixed for him for the benefit of the State and his maximum compensation cannot exceed twenty cents per day; the total compensation paid by the

institution must not exceed 10 per cent of the earnings. At this rate even with \$100,000 net earnings if 10 per cent, or \$10,000 were to be divided between 400 inmates (shop workers) it would only amount to \$25 each per year.

The amendment to section 185 of chapter 177, which became a law on March 22, 1922, gives the Superintendent of Prisons the power to make rules, subject to the approval of the Governor, to pay inmates wages based on the net average earnings of the industries, without the above restrictions.

The rules to be made are to provide that an inmate be paid so much after the expenses for his maintenance have been subtracted from the value of his labor, the manner in which the earnings are to be paid, or held in trust, after fines, penalties and forfeitures have been taken off, etc. Until these rules are adopted the provisions of the law are to be followed as they were before it was amended. The other two paragraphs added in the amended law provide for the rate of compensation, forfeits, fines, etc. The funds of one prison can be used for another prison limited to 1½ cents per capita of the population. There are still the restrictions in the use of the Prison Capital Fund which offer serious obstacles to any plan adopted for the payment of graded wages to inmates.

A CREDIT AND MARKING SYSTEM PROPOSED AND DESCRIBED ON PAGES 250 TO 253 IN THE 1920 REPORT HAS NOT BEEN PUT INTO OPERATION.

The Marking System in Sing Sing.

Compensation of sentence is supposed to be earned by prisoners according to their work and department. With the exception of the men in the "Reception Company," who are not graded, about 95 per cent of the inmates receive "A" marks, the highest rating.

In the Knitting Department, practically the only department where definite tasks are allotted, the grading system is used with more discretion than in the rest of the institution. In the Shoe Shop, also the marking system is used in a less perfunctory manner than in the other departments.

In going over the detailed reports of the marks awarded for the month of June, 1923, it was found that the 38 inmates assigned to the Engineering Department, the 31 men in the Outside Company, the 18 men in the Central Office, etc., had all received "A" marks. In the Shoe Department, out of 93 inmate workers "D" marks were given to two inmates during June—all the rest were "A" marks. On the Farm where 22 inmates are employed only one man was given a "B" mark for the entire month, one inmate was given one "D" mark,—all the others were given "A" marks. In the Knit Department, out of 187 inmate workers, "B" marks given to nine inmates, "D" marks to eighteen and "C" marks to twenty-seven, the other 133 inmates received "A" marks.

The records of the other departments showed that almost all the inmates were given an "A" rating. It is said that if a man receives three demerits, he loses one day, etc. The Compensation Board considers the demerits received by each inmate and decides upon the amount of compensation to be deducted. It is only natural that all the inmates expect to receive "A" marks as long as they do not break any disciplinary rules, in the same way that they all expect to serve their minimum sentence as a matter of routine. The shop foremen naturally do not want to antagonize the men by being too strict. It is plain that the present marking system does not serve, to any extent, as an incentive to good work. If a limited amount of additional compensation were made available for a small proportion of the total population of inmates, to be awarded on the recommendation of the foreman or officials, subject to the approval of the Compensation Board, a stronger incentive might be developed.

It would place a heavy responsibility upon the officials of the prison to make just awards, which they would take good care to do, as the morale of the inmates would be ruined if it became known that favoritism were shown.

THE LEAGUE IN THE SHOP — SURVEY RECOMMENDATION NO. 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.

League delegates, inmates elected by popular vote, are assigned to each shop to co-operate with the officials in increasing the efficiency and bettering working conditions. The type of inmates elected as delegates are more useful, than they were in 1920, to the officials in the shops, because they are now elected by popular vote instead of through political affiliations established by inmate groups.

The Warden's relation to the League has been changed since the Survey was made. In acting as Trustee of the League, he closely supervises its elections and activities. A year ago the Warden outlawed the two political parties that existed among the inmates, the Tammany and Independent parties. It is now possible for any inmate approved by the warden to be elected to office in the League, whereas, when the survey was made, only those inmates could be elected to office who were backed by one of the political parties, and the Warden had little to do with the selection. At the same time the League has been strengthened by the policy of the Warden, in making it self-supporting through the proceeds of the commissary, entertainments, etc., thereby giving the League delegates more influence of another kind with their fellow inmates. At the same time, the Warden has taken away certain privileges, such as counting out those inmates recommended by the League from their cells fifteen minutes before performances, and has thereby increased the discipline and eliminated much favoritism.

No shop committees have been formed, but all inmates are encouraged to submit suggestions to the Deputy Superintendent of Industries. The interest of inmate workers in developing new ideas in the Industries has been stimulated by the various trade journals that have been subscribed to by the Deputy Superintendent of Industries for the benefit of the inmates.

SURVEY RECOMMENDATION No. 54—RECOMMENDATION MADE IN 1920

III. Modern and Adequate Equipment to be Purchased and Installed.

New types of machines have been substituted for the old ones throughout the shops since 1920. Practically all the machinery in the Shoe Shop is new. The staple-broom machinery has been installed to replace the old style wire-drawn method. In this way, additional vocational work is provided in a skilled trade and the production has been greatly increased. Meters to the value of about \$1,500 are to be installed in August 1923, so that the light, heat and power distribution can be more accurately estimated in computing the costs of operation of the different shops.

Two centrifugal pumps with a total capacity of about 1,600 gallons to operate fire apparatus and for flushing the toilets, are soon to be installed.

A Signode strapping machine has been leased and is being used in the shipping-room which gives more security to the shipments.

The investments made in the purchase of machinery and equipment for the Industrial shops during the past three years are of importance and striking, when contrasted with the total new equipment installed in previous years. The assets of the Industries have been increased by the following purchase of new equipment since 1920 viz:

Print Shop	\$2,462 64	
Sheet Metal Shop	10,270 92	
Knitting Shop	9,881 66	
Shoe Shop	9,185 35	
Brush Shop	6,158 08	
New equipment added, including about 500 steel clothes lockers which replaced the old boxes and wooden lockers for- merly used for inmates clothes.....	20,866 76	\$58,825 41
Fourteen meters for the proposed distribution of light heat and power	1,110 33	
		<hr/> \$59,935 74

NOTE: Shower-baths, fireproof record room, locker room and 25 additional toilets installed in the shops in the last three years are not included in the above as they are not considered assets.

SURVEY RECOMMENDATION No. 163.

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

Knitting Shop	\$5,500
Shoe Shop	None
Brush Shop	1,600
Printing Shop	20,000

In July 1923, the equipment and machinery provided for the Brush Shop since 1920 amounted to \$4,558 in excess of the amount recommended in the survey.

No additional equipment or machinery was recommended for the Shoe Shop, but \$9,185 was invested in this Shop.

In the Knitting Shop \$4,381 was invested in excess of the amount recommended in the survey.

No recommendation was made for the Sheet Metal Shop, but \$10,270 was invested in this shop since 1920. The expansion in this Department was largely due to the fire in Clinton Prison which resulted in the transfer of the can industry to Sing Sing.

In the Printing Shop it was recommended that \$20,000, should be spent for new equipment and machinery, whereas, only \$2,462 was expended. The Printing Shop will probably not be greatly developed until the legal restrictions that limit the work can be removed.

The Shoe Shop

The foreman, Mr. Sands, has been in charge for many years. He is assisted by Assistant Foreman Walsh and three inmates who are league delegates.

There are 94 inmates employed in the shop in contrast to 164 in the year 1920, and the production has been improved in quality and increased in quantity.

The styles of men's and women's shoes have been reduced from 22 to 7. There are six styles of men's and women's slippers.

The shoes are made according to the following processes, viz. Goodyear, McKay, Nailed.

Since 1920 new lasts have been installed as recommended by the Board of Classification.

Practically all of the machinery has been replaced since 1920. The floor plan of the Shoe Shop about the same as in 1920, is so arranged that shoes are routed and charted according to the major operations noted on the job ticket, as follows:

Case No., Job No., "Pairs," "Bot/Cut," "Fitted Last" and "Heeled."

All the cutting is now done by the use of a die instead of by hand.

Much more care is now given to making the women's shoes attractive in style.

It takes about three weeks to complete operations necessary to carry out the 90 to 125 operations necessary to manufacture one pair of shoes.

On July 16, 1923, there were about 16,000 pairs of men's and women's shoes and slippers finished and stored in the bins. Many of them had been finished a number of months so that they had curled and cracked due to the heated room and lack of packing boxes.

There were about 34,000 shoes and slippers partly finished, i. e., in the process of manufacture.

During the fiscal year 1923 not one pair of shoes was returned and no letter of complaint was received in contrast to the fiscal year of 1920, when a number of shoes were returned for defective workmanship.

During the year 1920 there were 67 men drafted from the Shoe Shop for other work, in contrast to 1923 when only seven were transferred, and they were undesirable.

Royalties are paid on shoe machinery from 4 cents to 11 cents per pair.

The Sing Sing Knit Goods Department

Civilian Employees: one foreman, two assistants and one instructor.

One hundred and seventy inmates employed.

Five league delegates who assist the foreman in maintaining discipline and production efficiency.

The machinery operated in this department has been speeded up from 21,000 to 3,200 revolutions since 1920.

Two extra sewing machines and other machines are kept on hand as replacements.

The milling machine used for repairs is still being operated and gives employment to six inmate mechanics.

There are from 300 to 500 spare parts to a knitting machine and spare parts are ordered as needed.

Six modern enamel toilets have been installed and the wooden floors replaced by concrete.

The machinery in this department has been modernized by an investment of almost \$10,000 in the last three years.

The Sing Sing Print Shop

A civilian foreman was engaged in July, 1923. Heretofore there has been an inmate foreman. This change was recommended in the Prison Survey.

A new fireproof record room for storing all of the industrial records was built off the northwest side of the Printing Shop. It is a room about twelve feet square by twelve feet high, with concrete walls constructed by the inmates. At the time of the Survey, there was no adequate or safe store-room for the records.

The great handicap of the Printing Industry is Section 176 of the Prison Law which restricts the printing market as follows:

"No printing or photo engraving to be done by prisoners for use of state. No printing or photo engraving shall be done in any state prison or any political division thereof for any public institutions owned or managed and controlled by the state or any such political division, except such printing as may be required for use in the penal and state charitable institutions, and the reports of the state commission of prisons and the superintendent of prisons and all the printing required in their offices."—Source 1898, chapter 645, No. 1.

Books with raised letter cannot be made by convicts in a State prison to be loaned by the State library to blind citizens.—Report of Attorney-General (1900), 247.

Action now necessary. To organize a campaign in favor of a State market for the printing under the "State Use System", as for the other industries; to attempt to amend the law after the public has been fully informed of the facts.

SURVEY RECOMMENDATION No. 55

IV. Strict Business Rules Relating to Shop Conditions and Hours of Work to be Observed in the Prisons

Since 1920 all the exposed machines and transmissions have been equipped with Norwich safety-guards.

Twenty-five enamel flush toilets have been installed and the floors of the wash-rooms have been laid in cement.

About 500 steel clothes-closets have been added to the equipment of the shops. Six windows have been cut in the walls of the shops to afford more light.

During working hours no inmates are allowed in the yards without a pass. No passes are given to the commissary during the working hours. Passes are only given by an officer and then for some definite reason.

The daily schedule begins at 6:50 A. M. when the cells are opened. Breakfast at 7:00 A. M. and leisure until 7:45 A. M. The shop whistle blows at 7:45 A. M. The lunch hour is from 11:45 A. M. to 1:00 P. M. All machinery is stopped at 3:45 P. M. and the shops are closed at 4:00 P. M. Recreation from 4 P. M. until supper which is at 6:45 P. M. in summer and 4:20 P. M. in winter. Moving pictures are held every night from 7:30 until 9:00 P. M. in summer and from 5:30 P. M. until 8:30 P. M. in winter. Smoking is absolutely prohibited in the shops, with the penalty of transfer.

The work in the shops amounts to not more than 6 hours per day.

The work in the shops could be speeded up more if there were larger sales, but the stock of some finished products, particularly shoes and knit goods, now on hand, are not in proportion to the orders being received.

Those assigned to school work must be excused from the shops one hour and a half each day. With a total population of 1,200

and with only 400 assigned to the Industries, the inmates assigned to school work,—less than 200—should not be assigned to Industries while they attend school.

The transfers made of inmate workers from the shops has greatly decreased, due to the wise policy of the Warden. During the fiscal year 1919, for example, there were 67 men transferred from the shoe industry, and during the same fiscal period of 1923 there were only seven men transferred, and practically all of them at the request of the foreman. This, alone, has greatly increased the efficiency of the shops.

A careful check is kept of the individual worker in the Knit shop, and to a lesser extent in the Shoe and Brush Shops. More systematic and careful inspection is made than formerly. In the Sheet Metal Shop it seems to be more difficult to keep a check on the individual worker. Running-inventories are maintained and a weekly status of orders is prepared and voucher and cost systems have been installed since 1920. Improved methods are used in the Industries as in the Shoe Shop, where all of the cutting is now done with a die and all the machinery is of an improved type.

The Knit Goods Department has eight new stocking machines, one calendar machine, that rolls and shrinks cloth for underwear, and five loopers that put toes on stockings. These loopers were bought in 1921 on the recommendation of the foreman who was sent by Mr. Joyce to the Industrial Exposition in Philadelphia to get new ideas. In this way the loopers were ordered before they were actually on sale in the market.

SURVEY RECOMMENDATION No. 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

As long as those inmates who are lacking in primary education are assigned to the shops, there will be conflict between the school and the shop work.

One pass is given weekly for a bath, which lasts from one-half to three-quarters of an hour.

Two shave passes are given weekly, each taking not more than 15 minutes. One hair-cut is allowed per month,—only one-half hour is allowed for a hair-cut as there are ten inmate barbers.

SURVEY RECOMMENDATION No. 57

Shops to be Illuminated Properly, and Adequate Safety Devices to be Installed (Answered under No. 55)

There have been six new windows cut and Norwich safety-guards have been installed on all exposed machinery and belts since 1920.

Fire Equipment in the Shops

There is 2½ inch hose in each shop, which is tested once a month. There are fire extinguishers and pails throughout the

shops. The foreman makes out an inspection report each month. No fire insurance is carried, except for the shoe machinery which is leased.

Every half-hour, between 7:00 P. M. and 7:00 A. M., a keeper makes a round of the shops and makes a report by telephone to the keyboard in the office of the principal keeper.

Two high-power pumps have been ordered to provide higher water pressure for fire prevention.

V. Shop Method and Control,— July 1923

It is gratifying to state that the entire accounting system of the industries has been reorganized since 1920.

Cost-plus and voucher systems have been installed. The cost system is being constantly developed and meters are being installed which will give more accurate distribution of costs. Inspections are made more systematically and the foreman makes daily production inspections. League delegates are assigned to the shops and act under the direction of the foreman in keeping stock and maintaining discipline.

Since 1920 the shipping foreman has been made Industrial Inspector, so that all products are inspected before shipment.

In the Knit Shop, where tasks are assigned, the responsibility for each operation is placed with each inmate. The inmate is not only made responsible for his own operation, but also for the preceding one. For example, an inmate who does his own operation satisfactorily but fails to report faulty workmanship that he finds in a previous operation, is liable to lose his "A" rating which counts for his compensation.

There is an instructor in the Knit, Shoe and Sheet-Metal Shops and a foreman in each of the five departments. The civilian foreman of the Printing Shop was recently engaged to replace the inmate foreman.

In the Shoe Department a chart is kept by the foreman showing the location of all the shoes in process of manufacture. As there are about 90 to 125 operations in the manufacture of shoes and it takes about three weeks to complete the process the control of the amount of work done by the individual is difficult. In addition to the chart, it is now planned by Mr. Joyce to number all the machines to control the work of each inmate.

A weekly report of the status of unfilled orders, the monthly requisition of the foreman of each shop for raw materials and repairs needed for the following month and the consolidated inventory and other records that have been adopted since 1920, greatly improves the operation of the Industries.

The morale in the shops is good and it is said, that no machines have been seriously tampered with during the past three years. No inmates are allowed in the Knit-Shop after working hours. A separate locker and recreation room has been fitted out for the workers in this shop. The machinery and materials of this shop

made it very necessary to exclude inmates during recreation hours. In the other shops inmates are allowed during their recreation. It is understood that the supplies and machinery can be better controlled in these shops, but the plan is to close the Shoe and other shops after working hours and to provide other recreation rooms, when some of the old cell-buildings are vacated and made available. Protection against fire, as well as against tampering with machinery and stock, is important, and the closing of all shops after working hours will greatly safeguard the industries.

An addition to the Sheet Metal Industry is being constructed to the rear of the shop. The manufacture of benches in this shop is being discontinued to make more room for the storage of material and the operation of the enlarged can industry, taken over from Clinton Prison.

The Shipping Department in July 1923 Including Improvements Installed Since 1920

The records of the Shipping Department are well kept.

An envelope system is used, so that with each order all of the documents are filed together, including the following: shipping ticket, bill of lading, case ticket, shop order, express notice, shop notice, prison order.

The orders are kept well up-to-date. Daily and weekly reports are made, giving the status of orders.

Since the survey was made, the number of outstanding orders, particularly those more than six months old, have been greatly reduced. On June 30, 1923, the following unfilled orders, over 30 days old, were on hand as follows:

- 1 Order for mattresses—The dimensions originally submitted were incorrect.
- 10 Brush orders held up because the delivery of blocks was delayed.
- 16 Sheet metal orders, which were held up on account of a rail embargo on raw materials.
- 8 Print Shop orders.
- 2 Orders for knit goods.
- 1 Shoe order—new style adopted by the Board of Classification before the new machinery was installed.

In July, 1920, there were outstanding orders, more than thirty days old as follows:

- 62 brush orders.
- 3 knit goods orders.
- 3 shoe orders.
- 12 print orders.
- 13 sheet metal orders.

At the present time, there is a large stock of shoes, slippers, and knit goods on hand, in comparison to the small amount in stock in 1920.

SURVEY RECOMMENDATION No. 164.

VI. Adequate Salaries for Foremen of Sing Sing Prison Printing Shop

Present foreman is an inmate who receives no extra compensation.

1 foreman at (proposed in 1920).....	\$3,000 00
A foreman was engaged in July, 1923, at a salary of \$1800.	

*Knitting Shop
Fiscal Year, 1920*

1 foreman was paid.....	\$2,400 00
1 assistant foreman.....	1,600 00
1 superintendent at (proposed in 1920).....	3,000 00
2 assistant superintendents (each) (proposed in 1920)	2,600 00

Beginning July 1, 1923

R. H. Kennedy, foreman.....	\$2,700 00
James Russell, Jr., assistant foreman.....	1,700 00
Joseph Nolan, dyer and guard.....	2,200 00

*Shoe Department
Fiscal Year, 1920*

1 foreman at.....	\$1,800 00
1 sub-foreman.....	1,600 00
1 foreman at (proposed in 1920).....	3,000 00
1 sub-foreman (proposed in 1920).....	2,200 00

Beginning July 1, 1923

J. W. Sands, foreman, at.....	\$2,100 00
W. Walsh, assistant foreman, at.....	1,800 00

*Brush Department
Fiscal year 1920*

1 foreman at	\$1,900 00
1 foreman at (proposed in 1920).....	2,500 00

Beginning July 1, 1923

1 foreman at	2,000 00
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*Sheet Metal Department
Fiscal year 1920*

1 foreman at	\$1,600 00
1 foreman at (proposed in 1920).....	3,000 00
Year 1923—J. G. Van Wyck, foreman, resigned, now vacant	1,900 00

Beginning July 1, 1923

J. Morrison, blacksmith, at	1,600 00
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The adequate salaries for foremen, made in the above recommendation, have not been fulfilled. The changes made have been an increase of \$200 for all the foremen except in the Sheet Metal Department, and \$100 for all the assistant foremen. No blacksmith was mentioned in the 1920 report, and there was no civilian foreman of the printing department, as at present.

SURVEY RECOMMENDATION No. 58.

VII. Vocational Courses, Supplemental to Shop Work, to Be Instituted as Indicated in the Full Report of the Committee.

The greatly improved system of bookkeeping in the shops and in the commissary, provide important vocational training that did not exist when the Survey was made. The cost system, voucher system, perpetual inventories and other features of the up-to-date accounting system that have been installed, provide vocational training in bookkeeping for about 18 inmates in the Industrial Department. In the same way, the reorganized bookkeeping in the inmate's commissary, which takes in about \$75,000 a year and is a consolidation of the old grocery and League stores, is a method of bookkeeping which trains men to follow this work in civilian life.

The modern machinery that has been installed provides additional and improved vocational training. The new methods of making brooms by machinery, instead of by hand, provides a practical vocational training that did not exist in 1920. A keyboard for the linotype machine has been installed for training inmates.

The Deputy Superintendent of Industries has subscribed to *trade journals*, paid for out of profits, which include:

"Wood Turning".....	for the Brush Department
"Iron Age".....	Sheet Metal Department
"American Builder".....	Maintenance Department
"Hide and Leather".....	Shoe Department
"Shoe Reporter".....	Shoe Department
"Shoemaker".....	Shoe Department
"Textile World".....	Knit Department
"A Dye Magazine".....	Knit Department
"Inland Printer".....	Print Department
"Journal of Commerce".....	Print Department
"Business," etc.....	Print Department

The foreman and instructors are sent, from time to time, to industrial exhibitions to get new ideas to incorporate in the Sing Sing industries, which is of importance in keeping the methods up to date.

There was a Grocery store and a League store which were supposed to operate at 10 per cent. profit but, according to informa-

tion obtained, no profits were shown in 1920, which is in contrast to the profits of the Commissary in 1923.

In July, 1923, there were correspondence courses being followed by 28 inmates as follows:

22 Columbia University courses.
3 International Correspondence courses.
1 American University of Chiropractors course.
2 Knights of Columbus.

The subjects were:

Foreign languages	2
Business and trade.....	20
English	4
Cultural	2

The library is in charge of an inmate librarian under the direction of the chaplain Father Cashin. Selected lists of books are now made up. The books on mechanical trades, as internal combustion engines, concrete mixing, etc., are in demand and are not only kept out for the two weeks allowed, but are renewed repeatedly. The industrial and commercial books on mechanics, textiles, cotton products, thread weaving, chemistry, physics, engineering, salesmanship, etc., are not properly graded so that the steps from the elementary to the more advanced, especially related to the shop operations, cannot be followed consecutively by the inmate. To properly organize the books into departments, cross index and grade them systematically, and to properly assign them to inmates so that practical work being done can be co-ordinated with graded text-books, requires the services of an experienced librarian who would be guided by the School Teacher and the Deputy Superintendent of Industries. For example, the 400 inmates employed in the shops all have different capacities for reading and absorbing knowledge from text books, which requires individual study of each inmate by a person fully familiar with vocational text books.

In the operation of the Industries the vocational work is largely incidental to production, but the modern machinery which has been purchased automatically serves to increase the practical vocational value of industrial work. The linotype keyboard is the only installation made for vocational instruction exclusively.

The automobile school, operated under the League, has been enlarged and more inmates are instructed.

Although a reception company has been established for the purpose of isolating new inmates from the general population, the classification of inmates does not include scientific methods as pre-vocational and systematic mental tests. The assignments are made to the shops and other departments by action of a Board consisting of the doctor, principal keeper and Deputy Superintendent of Industries. Inmates are not classified according to their intelligence

and ultimate industrial limitations. For example, in the New Jersey Reformatory, men are classified industrially:

1—Unskilled or incapable of trade training	21.5%
2—Semi-skilled or capable of limited trade training	38.0%
3—Average Trade ability	33.0%
4—Journeyman or High-grade clerical help	6.5%
5—Foreman grade of ability	1.0%

In assigning the inmates to the industries, their educational qualifications are not given due consideration, as many of the shop workers are lacking in elementary school education which later results in a conflict between the school and the industries.

VIII. STANDARDIZATION OF THE SING SING INDUSTRIES.

SINCE THE PRISON "SURVEY" WAS MADE.

The Shoe Department:—In the last three years the styles of men's and women's shoes were reduced from 40 to 22, and recently to 14 by action of the Board of Classification.

The Brush Department:—In 1920, there were 65 styles of brooms and brushes manufactured, but the number has been reduced to 34. There are practically no calls for the Cheap Hair Brush No. 13 and Horse Body Brushes, No. 22 and No. 22a. If more of the styles in little demand were eliminated, the production could be increased. It is said that if the sales market were fully developed, the scrub-brush orders alone would be enough to keep the brush department up to full production.

The mattresses and pillows are manufactured in the Brush Department. They are practically all made up on special orders, as their sizes are not standardized. It would probably be more advisable to develop the brush industry in preference to the mattresses and pillows, because the brushes are ordered in standard sizes and can be made in larger quantities.

The Sheet Metal Department was unable to purchase the necessary machinery to handle the can business turned over to Sing Sing by Clinton Prison, so that orders were much delayed last year, but the machinery is now installed.

The Knit Department:—It is said that all the styles manufactured in this department are in demand and that the quality has been much improved through the purchase of modern machinery and more thorough inspection. The Knit Department was the only one in July 1923, in which definite tasks were assigned to inmates. It is said that the Brush Department has adopted the assignment of tasks since this time.

The spinning plant, which was recommended in the Prison Survey, would probably require too much space to be installed in Sing Sing, but the spinning plant at Clinton Prison, which produces yarn for Auburn Prison, might be enlarged so that Sing Sing might also be provided with yarn.

SURVEY RECOMMENDATION No. 59.

IX. *A competent selling department should be organized by the Prison Department under the Bureau of Purchase and Finance to secure the utilization of the largest possible market for the prison-made goods.*

1. No selling department has been created, yet nothing is of more importance for the development of the industries.

2. The Board of Standardization, proposed by the Prison Survey, to replace the Board of Classification, has not been carried out, although it is of the utmost importance to the successful operation of the industries and the sales department that an Industrial Board be created.

3. The proposed position of departmental storekeeper, who would make up consolidated requisitions and a consolidated perpetual inventory for all the State prisons, as was recommended in the Prison Survey, has not been created.

4. According to information at hand no detailed study has been made of the public institutions of the State and divisions thereof as to their purchases on the open market compared to the orders placed with Sing Sing and other State prisons.

5. The Board of Classification determines the sales price after products have been manufactured and often at the time of delivery, which is not favorable to the successful operation of the manufacturing industries at Sing Sing. Commercial manufacturers sell from their stock at the existing market prices, but when an order is placed for products that are not in stock the prices are made on the basis of the market price at the time the order is placed, delivery to be made in a definite period, as from 30 to 50 days. In this way the manufacturing concerns are able to buy their raw materials and definitely estimate the sales price. The Deputy Superintendent of Industries at Sing Sing must always purchase his raw materials and finish his products before he knows what the sales price will be. The Board of Classification does not meet regularly throughout the year, but if there is a sharp drop in the market a meeting is usually called by a member of the Board and the price is changed accordingly and the industries must always be ready to stand the loss. It is said that a rise in the market does not favor the industries in anything like the same proportion. Two out of the four members of the Board of Classification represent departments that are large consumers of prison made products.

6. The present procedure of obtaining the market sales price by submitting the finished article to a large manufacturer is not always satisfactory to the Sing Sing industries. The commercial manufacturer has his own opinions as to the percentage to be taken off for labor, rental, insurance, etc. The civilian manufacturer, who is really a competitor of the Sing Sing industries, can hardly be expected to always give an unbiased estimate of the sales price for an article that he himself manufactures. If the Board of Standardization, which was proposed to replace the Board of Classification, were to have definite dates fixed for meetings at which prices would

be made for future deliveries, the Sing Sing industries would be greatly benefited. If prices were fixed by the Board of Standardization at the time the orders are placed, for delivery at a future definite time, closer calculation could be made, or, if the sales were made on a cost-plus basis a better showing could be made by the Sing Sing industries.

7. The development of an efficient sales department depends very largely upon the proper handling of the stores. Under existing conditions the facilities for receiving, shipping and storing materials are very limited. Many of the stores are kept in the shops. The Knit and Brush Departments keep part of their stores in the old piano factory and the Brush and Shoe Departments have stores on the docks. These stores are outside the walls so that only trusted inmates can handle them. Most of the supplies of the sheet metal industry are bulky, so that they cannot be received or shipped through the shipping room, which decentralizes the control.

It is hoped the new buildings will soon be finished and the old buildings vacated and made available for receiving, shipping and storing raw materials and products. Some of the good results of centralizing the stores will be as follows:

To avoid loss of time in transferring raw materials to the shops.

To lessen the congestion and make more space available in the shops

To increase the control of supplies and facilitate the checking of inventories.

To improve the packing which will preserve articles like shoes, which curl and crack when kept in bins. When shoes are boxed and kept in stores at an even temperature they will reach the consumer in better condition.

The bulky materials of the Sheet Metal Industry, including cans, will be passed through a centralized department.

The present procedure of selling supplies of Prison Industries includes the following routine:

1 Price lists are compiled and yearly estimates of supplies of different kinds needed by the different departments during the year are requested from offices, departments and institutions throughout the State.

Under section 51 of the Prison Law and section 183 of the same chapter as amended by chapter 100 of the Laws of 1918, estimates must be sent to the Prison Commission before July 1st of the ensuing year. The law does not include a penalty with which to enforce it. Many institutions that should purchase Sing Sing products do not do so. According to the "Accounts Receivable Book" at Sing Sing, which includes the names of all customers according to counties, cities, towns and villages, etc., no institution in the following 19 cities and 442 towns and villages purchased from Sing Sing, at least in the last three years, viz:

Cities

Amsterdam	Gloversville	Port Jervis
Auburn	Jamestown	Rome
Batevia	Johnstown	Salmanswa
Elmira	Lackawanna	Sherrill
Geneva	Lockport	Tonawanda
Glens Falls	North Tonawanda	Yonkers
	Onesida	

Towns and Villages

Adams	Gilbertville	Brookfield
Addison	Glen Park	Brownville
Afton	Goshen	Burdett
Akron	Gouverneur	Caledonia
Albion	Gowanda	Cambridge
Alden	Great Neck Estates	Camden
Alexander	Greene	Camillus
Alexandria Bay	Green Island	Canzoharie
Alfred	Greenport	Cannaserga
Allegany	Greenwich	Cannastota
Aitامت	Groton	Candor
Altmar	Gagamam	Canistota
Amityville	Hamburg	Canton
Andes	Hamilton	Cape Vincent
Andover	Hammond	Carthage
Angelica	Hammondsport	Castile
Angola	Lyons	Castleton
Arkwright	Lyons Falls	Cato
Arcade	McGrawville	Catskill
Ardsley	Maaceden	Cataraugus
Argyle	Madison	Cayuga
Arikoprt	Malone	Cayuga Heights
Athens	Mamaroneck	Cazenovia
Attica	Manchester	Cedarhurst
Aurora	Manlius	Celoron
Avoca	Mansville	Central Square
Chaumont	Marathon	Champlain
Cherry Creek	Marcellus	Chateaugay
Cherry Valley	Margaretville	Danville
Chester	Marboro	Delevan
Chittenango	Masena	Delhi
Churchville	Mayfield	Depew
Clayton	Mayville	Deposit
Cleaveland	Mechanicville	Dering Harbor
Cleveland	Medina	De Ruyter
Clifton Springs	Meridan	Dexter
Clinton	Mexico	Dresden
Clyde	Middleburg	Dryden
Cobleskill	Middleport	Dundas
Cobocott	Middleville	Earlville
Cold Brook	Milford	East Aurora
Cold Spring	Millbrook	East Bloomfield
Conestogeville	Avon	East Randolph
Cooperstown	Bainbridge	East Rochester
Copenhagen	Baldwinsville	East Rockaway
Corfu	Balleton Spa	East Syracuse
Corinth	Barker	Eastwood
Corwall	Belleville	Edwards
Coxsackie	Bellport	Eiba
Croghan	Belmont	Eldridge
Croton on Hudson	Bemus Point	Elizabethtown
Cuba	Bergon	Ellenville
Frankfort	Black River	Elliotville
Franklin	Blasdel	Ellisburg
Franklinville	Bloomingsdale	Elmira Heights
Frederia	Bolivar	Elmsford
Freeville	Boonville	Endicott
Friendship	Brewster	Esperance
Fultonville	Bridgewater	Fabius
Galena	Brightwaters	Fair Haven
Galway	Bronx	Fairport
Geneseo	Bronxville	Fanconer

Towns and Villages—continued

Farmingdale	Mineola	Phoenix
Farnham	Minoa	Piermont
Fayetteville	Mohawk	Pika
Fleischmanns	Moore	Pine Hill
Fishkill	Montgomery	Pittsford
Floral Park	Monticello	Pleasant
Fonda	Montour Falls	Pleasant Valley
Forestport	Mooers	Pleasantville
Forestville	Moravia	Poland
Fort Ann	Morris	Port Byron
Fort Covington	Morristown	Port Dickinson
Fort Edward	Morrisville	Port Henry
Fort Johnson	Mt. Kisco	Port Leyden
Fort Plain	Mt. Morris	Portville
Hancock	Munsville	Potsdam
Hanibal	Naples	Prattsburg
Harriman	Nassau	Prospect
Harrisville	Nelliston	Pulaski
Henderson	Nelsonville	Randolph
Herkimer	Newark	Ravena
Hornon	Newark Valley	Red Creek
Heuvelton	New Berlin	Red Hook
Highland Falls	Newfield	Remsen
Hilburn	New Hartford	Rensselaer Falls
Hilton	New London	Rhinebeck
Hobart	Newport	Richburg
Holcomb	Nichols	Richfield Springs
Holland Patent	North Bangor	Richmondville
Holley	North Collins	Rifiville
Homer	North Pelham	Rifton
Hoosick Falls	Northport	Rosendale
Howseheads	North Tarrytown	Rouses Point
Hunter	Northville	Rushville
Hion	Norwood	Sacketts Harbor
Interlaken	Nunda	Saddle Rock
Irvington	Oakfield	St. Johnsville
Jordan	Odessa	Salem
Kesville	Old Forge	Saltaire
Kenmore	Oneida Castle	Sands Point
Kinderhook	Oramel	Sandy Creek
Lacota	Oriskany	Saranac Lake
Lake George	Oriskany Falls	Saugerties
Lakewood	Otego	Savannah
Lancaster	Ovid	Savona
Larchmont	Owego	Schaghticoke
La Salle	Oxford	Schenewis
Laurens	Painted Post	Schharie
Lawrence	Palatine Bridge	Schuylerville
Leicester	Palmyra	Scotia
Le Roy	Panama	Scottsville
Lewiston	Parish	Sea Cliff
Liberty	Patchogue	Seneca Falls
Lima	Pawling	Sharon Springs
Limestone	Peekskill	Sherburne
Lisle	Pelham	Sherman
Little Valley	Pelham Manor	Shorcham
Liverpool	Penn Yan	Shuttleville
Livonia	Perry	Sidney
Long Beach	Perryburg	Silver Springs
Lowville	Phelps	Sinclairville
Lyndonville	Philadelphie	Slatekill
Millerton	Philmont	Sloan

Towns and Villages—continued

Smyrna	Turin	Wayland
Solvay	Unadilla	Webster
Southampton	Union	Weedsport
South Dayton	Union Springs	Wellsburg
South Glens Falls	Unionville	Westville
South Nyack	Upper Nyack	West Carthage
Spencer	Valetie	Westfield
Spencerport	Valley Falls	West Haverstraw
Spring Valley	Van Etten	Westport
Springville	Vernon	West Winfield
Stamford	Victor	Whitehall
Stillwater	Victory Mills	Whitesboro
Suffern	Voorheesville	Whitneys Point
Syran Beach	Waddington	Williamsville
Tannersville	Walton	Wilson
Tarrytown	Wampsville	Windsor
Theresa	Wappingers Falls	Wolcott
Tionderoga	Warsaw	Woodhull
Tivoli	Warwick	Woodridge
Trenton	Washingtonville	Woodburgh
Trumansburg	Waterford	Wurtsboro
Tuckahoe	Waterloo	Wroming
Tully	Waterville	Yorkville
Tupper Lake	Watkins	Youngstown

The so-called Chief of the Manufacturing Bureau of the State prisons, who is also acting collection clerk, also functions as sales agent, incidental to his routine duties. He makes every effort to encourage the departments and institutions that he visits to purchase from the prison industries, but it is obvious that this work requires the full time services of a number of employees to properly develop the available market for prison industries.

PRISON SURVEY RECOMMENDATION No. 16

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

It was proposed by the Prison Survey Committee that a Board of standardization replace the Board of Classification.

There were seven functions proposed for this board, which included the development of the available market, the placing of responsibility for standardization of styles, patterns, designs and qualities; the preparation of specifications under these standards, and the releases granted State departments, commissions, bureaus and boards for purchases made on the open market.

The need for an Industrial Board having complete control of the industries is urgent. The powers of this board should be even broader than those proposed for the Board of Standardization in 1920.

X. The Prison Capital Fund was created by chapter 382 of the Laws of 1889, whereby the amount of \$499,729.31 was appropriated and set aside for the establishment and operation of the Prison industries. Of this amount \$240,000 was allotted to Sing Sing Prison.

Prison Capital Fund and Receipts and Expenditures of Industries in the Five State Prisons of New York During the Period of 32 Years, from October 1, 1890, to June 30, 1922, as per the Books and Records of the State Comptroller.

\$27,770,427.63 sales of the prison industries during the above period.

\$24,449,612.75 operation cost of the industries.

\$3,320,814.88 profits of the prison industries during the above period.

The profits of the industries are distributed in such a way that the industries do not benefit proportionately, as follows:

\$1,125,000 paid from the Capital Fund to the State Comptroller for transfer to the general State Fund during this period.

\$755,701.33 paid out of the Capital Fund in special appropriations for general construction work in prisons,—not necessarily related to the industries.

\$538,370.62 paid from the general Capital Fund for purposes of general maintenance of State prisons,—not directly related to the industries.

\$498,851.66 paid to convicts as compensation from the prison Capital Fund.

The above figures constitute one of the best explanations why the prison industries have been so greatly handicapped by the restrictions of the use of the Capital Fund. The smallest item of the above figures is the compensation paid to prisoners during the 32 year period. Therefore, the future development of the industries must depend upon a greater use of the profits accumulated in the Prison Capital Fund for wages to inmate workers,—as an incentive to increased production and efficiency—to pay increased salaries to foremen, in order to secure and hold the best qualified men for supervision and instruction purposes, and for other purposes in the development of the industries.

The Prison Capital Fund furnishes the working capital of the different industries in State prisons. It is divided among the State prisons and the amount assigned to each is deposited in a bank, designated by the State Comptroller, in the vicinity of each prison. Every month the warden of each prison submits to the Superintendent of Prisons an estimate of the requirements for the following month in his industrial department. The estimate is examined by the Superintendent of State prisons and then submitted to the State Superintendent of Purchase, and, if approved, is filed with the Comptroller. After approval by the Comptroller a draft is made to the warden authorizing the transfer of such funds as have been approved in the estimate. This amount is deposited by the Warden as a separate account for the current expenses of the industries. At the end of the month the warden files with the Comptroller vouchers for this expenditure, which must correspond with the estimate previously submitted. As proceeds of sales of prison products are received they are deposited to the credit of the Prison Capital Fund and cannot be withdrawn

except on a draft countersigned by the Comptroller, as explained in the foregoing. This fund cannot be used for maintenance of any kind without a special appropriation of the Legislature. Even the net profits cannot be used directly for the industries but must be added to the Prison Capital Fund. Whenever, in the judgment of the Comptroller, the amount of this fund in any particular prison is larger than necessary for the proper conduct of the industries, he can order a specified amount of it to be deposited with the State Treasurer and it reverts to the general fund, eliminating its further use for the Prison Capital Fund. In addition to the cash on deposit there is always a very large amount tied up in materials and supplies, manufactured stock and accounts receivable.

The net profits are paid into the Capital Fund and the authority for using this fund is invested in the Comptroller and the Legislature, which is one reason why the industries cannot be placed on a competitive basis with civilian manufacturers. Although the Superintendent of Prisons is authorized to make rules for the payment of wages to prisoners, there are various laws that interfere. Not only are the net profits curtailed by the method of price fixing and lack of development of the available market under the "State Use" system, but the wages for inmate workers must be taken from the net profits instead of being charged directly to production and incorporated in the market price of prison products, as in civilian industries.

The prison industries also suffer from the fact that there is no centralized control covering administration, accounting, finance, accounts receivable, accounts payable, purchasing, sales orders and collections, production control and employment of civilians. At present these functions are distributed locally among the prisons, due to previously enacted legislation.

RECOMMENDATIONS RELATING TO SING SING INDUSTRIES.

1. That there be a centralized control of the Industries in the State penal institutions, of which system Sing Sing is a unit, which will make possible the adoption of a uniform procedure relating to: purchase of raw materials; production; installation of new industries; coordination of the various types of industries in the different institutions; vigorous sales promotion; standardized cost accounting and production control; appointment, compensation and grading of civilian employees; increased and graded wage and improved marking system as the basis for compensation to inmate workers.

2. That the Board of Classification be abolished and its functions be transferred to an Industrial Board charged with the responsibility for the administration of the prison industries, to be constituted as follows: the Superintendent of Prisons; the State Comptroller; the Superintendent of Purchase; a representative of the Bureau of Standards of the Board of Estimate and Control,

and a member of the Superintendent of Prisons' staff, to be designated as the executive agent of the Industrial Board in the administration of the prison industries.

3. That the functions of the Prison Commission relating to the Prison Industries be transferred to the proposed Industrial Board.

Some of the Laws Which Must Be Amended to Centralize the Control of the Prison Industries, viz:

Section 182 of the Prison Law relating to articles furnished to the State or divisions thereof according to specifications furnished by the Board of Classification and releases to be given by the Prison Commission.

Section 183 of the Prison Law that requires estimates to be made of amounts of supplies needed for the ensuing year.

*Section 184 of the Prison Law relating to the constitution and functions of the Board of Classification and the duties of the State Prison Commission.

4. That the State Prison Parole Board be so constituted that its members can give full time service to the important work of determining the fitness of an inmate for parole. In determining fitness for parole the industrial accomplishment of the prisoner should not be the only determining factor, but there should be in addition, consideration given to the prisoner's past criminal record, his social life, his general institutional record, his mental and physical condition, the environment to which he will return, and the general likelihood of his leading a law abiding life.

5. That the restrictions which make it impossible to develop the printing industry be eliminated by amending section 176 of chapter 43 of the Laws of 1917, and section 1 of chapter 645 of the Laws of 1898, which limit printing and engraving done in penal institutions of the State or divisions thereof to work exclusively for the State charitable institutions, the State Prison Commission and the Superintendent of State Prisons.

6. That definite tasks be assigned in all shops wherever possible, as in the Knit Shop.

**NOTE:* This section provides for a standardization of products by a Board composed of four members, and only one of these has any direct responsibility for the administration of the prisons,—the fiscal Supervisor of State Charities, the State Hospital Commission and the State Prison Commission and the Superintendent of Prisons, constitute the Board. Instead of the standards being fixed by such a Board as the above, and the releases being granted by the Prison Commission, whose duties relate primarily to inspection, there should be created an Industrial Board composed of the Superintendent of Prisons; the State Comptroller; the Superintendent of Purchase; a representative of the Bureau of Standards of the Board of Estimate and Control, and a member of the Superintendent of Prisons' staff, to be designated as the executive agent of the Industrial Board in the administration of the prison industries. Any Industrial Board that is created to centralize the control and promote the development of the prison industries must be given broad powers in making expenditures from the Prison Capital Fund. If the Comptroller, and the other State officials, mentioned above, are included in this Industrial Board, a financial control would automatically be created.

7. The present marking system and grading of inmates should be revised so that it will provide a real incentive to good work and conduct. A plan should be followed which will result in the shop foreman grading the inmate under his jurisdiction with more discrimination. More importance should be given to the keeping of daily efficiency records of inmate workers. Standardized forms should be adopted allowing space for each department head to fill in comments about moral character, discipline, mental and manual development. Reports should be made out in quadruplicate by the principal keeper, chaplain, foreman, head teacher, etc., and these should not get into the hands of inmate clerks. Copies of these reports should be exchanged between the heads of all departments having joint jurisdiction over the inmate during any period and copies of these reports should always be filed with the commitment paper in the office of the Chief Clerk for parole and other future purposes. In this way the records of the different departments would be coordinated and the rating made on the basis of a consolidated report.

6. That the new prison on the hill be opened with the least possible delay, so that the old cell-house can be used for a combined receiving, storing and shipping department, and for additional floor space for the industries.

9. That the available market for the disposal of Sing Sing products be systematically developed, viz:

A study should be made of the budgets of the public institutions and departments of the State and divisions thereof. Much of this information could be gotten from the State Comptroller, State Superintendent of Purchase and the Board of Estimate and Control.

Special attention should be given to the 19 cities and 442 towns and villages that do not purchase any products from Sing Sing and thereby do not meet the requirements of sections 51 and 83 of the Prison Law, as amended by chapter 100 of the Laws of 1918.

10. That the sales price be fixed on a cost-plus basis, or determined on the basis of the market price at the time the order is placed, specifying a definite date for future delivery.

11. That the raw materials be purchased through contracts made by the State Superintendent of Purchase, and that standards for these materials be fixed by the Bureau of Standards of the Board of Estimate and Control.

12. That pre-vocational equipment be purchased and installed and that before inmates are assigned from the Reception Company to the different shops they should be scientifically tested as to their adaptability for the work, along the same lines as in the New Jersey Reformatory.

13. That the Head Teacher be made a member of the board assigning inmates from the Reception Company to the shops and other departments of Sing Sing.

14. That in assigning inmates to the Industries, their need of

elementary school training should not in the least be overlooked. The possibilities of school should be recognized as being greater than merely teaching men to read and write and add simple columns of figures.

15. That all shops be closed after working hours to eliminate the possibility of inmates tampering with machinery, stock or materials,— this has been carried out in the Knit Shop, but in the other shops the men are allowed to spend their recreation periods in the shops.

16. That graded industrial books be added to the library and given out to inmates in such a way as to supplement their shop activities, and add to the vocational value of the industrial training.

17. That more attention be paid to vocational training in the Industries. Now it is only incidental to production with the exception of the linotype board that has been installed in the printing shop.

18. That the vocational courses operated by the Mutual Welfare League be coordinated with the vocational training in the shops and the instruction in the school, and be placed under the control of the head teacher and the Deputy Superintendent of Industries jointly with the inmate officers of the League.

19. That the restrictions relating to the use of the Prison Capital Fund be eliminated.

20. That an increased wage be paid to inmates. That a system be adopted for the grading of wages of inmate workers and that at least part of the wages paid should be a direct expense charged to production instead of being deducted from the profits.

21. That an incentive be provided for the foremen of the shops by increasing their salaries and providing such incentives as will make it worth while for capable industrial administrators and instructors to enter this work.

SING SING SCHOOL

Exhibit I. Outline of syllabus. (Page 79)
Outline of Exhibit II. Comparison between Sing Sing School in 1920 and 1923. (Page 80)

1. Only two survey recommendations carried out — night school and correspondence courses.
2. Only one civilian teacher employed, assisted by seven inmates.
3. Head teacher has nothing to do with the assignment of inmates from the "Reception Company" to the Industries and other departments of Sing Sing.
4. Assignment to Industries of inmates, lacking in elementary grammar school education, who are required to attend school, which results in a conflict between the School and Shop schedules.
5. The school consists of five grades called "Standards." Daily attendance average 216.

6. Advanced education beyond grammar school is furnished by limited night school and correspondence courses.
 7. Only 15 per cent of the inmates are qualified to follow correspondence courses; 60 courses in November, 1922, were reduced to 25 in July, 1923, due to lack of funds. Each course costs from \$30 to \$100.
 8. Night school maximum enrollment (in four courses) 127, with average attendance of 57; qualified teachers to conduct night courses are needed.
 9. Each new inmate is subjected to examination by Head Teacher — letter of application used as basis.
 10. Weekly record of progress kept of each inmate student — based on weekly examinations, which are subsequently consolidated for the report to the Parole Board.
 11. Monthly school reports rendered to the Warden, Superintendent of Prisons and Dr. A. C. Hill of the State Board of Education.
 12. There is no Superintendent of Prison Schools — Dr. Hill acts in advisory capacity.
 13. Special problems and handicaps of the prison school teacher:
 - A. Salary of \$1,800, very inadequate for head teacher; one paid teacher not sufficient. No special appropriation for school purposes. The limited expenditures for the school are charged to general expense.
 - B. Duties too manifold.
 - C. Limited opportunities to attend educational and teachers' conventions.
 - D. No vacation and no chance to attend summer school courses.
 - E. Meager provisions for retirement and pension.
 14. Prison Library without competent librarian and not correlated with the school.
 15. Psychological tests by the doctor of the mentally retarded are not analyzed together with school reports as they should be.
 16. Vocational instruction under the League could be carried on to better advantage by cooperating with the Head Teacher.
- Outline of Exhibit III. Extracts from Annual report of Head Teacher of Sing Sing for the fiscal year 1923. (Page 83)
1. Report of Head Teacher relating to Home Study courses.
 2. The prison population, school enrollment and aggregate attendance.
 3. Nationalities of men in school.
 4. Ages of men in school.
 5. Standards in which men were entered in school.
 6. Parentage of men in school.
 7. Causes for leaving school.
 8. Previous degree of education of new men entered in school.
 9. Number and length of service of inmate teachers.
 10. Joint assignments of men to the school and other departments during August.

Outline of Exhibit IV. Vocational Training, Survey No. 17.
(Page 87)

1. Operations in Industries not graded according to skill.
2. Head Teacher has no part at present in making the vocational classification.
3. Resultant conflict between school and industries.
4. *Vocational courses of the Welfare League are not subject to approval of head teacher. The educational qualifications of applicants are not taken into consideration in the enrollment.*
5. *Night Classes are limited to bookkeeping and languages, as the Salesmanship and Advertising courses were discontinued.*
6. *Limited number of typewriters prevents establishment of typewriting classes in the Night School.*
7. Maintenance Department is not being used for vocational training because the Yard Master is not a skilled mechanic and not qualified to direct vocational training.

Outline of Exhibit V. Prison Library. (Page 87)

1. Contains about 12,000 volumes, fiction and non-fiction. About 1,000 books in foreign languages.
2. Circulation averages 55 daily. Fifty per cent of inmates not interested in reading.
3. Calls for fiction books are ten times greater than for non-fiction. Zane Gray and James Oliver Curwood, for example, are most popular.
4. Of non-fiction, books on mechanics, automobiles, electricity, etc., are the more popular.
5. Calls for books on ethics are few and unusual.
6. When a book on English language is called for, the librarian consults the head teacher.
7. The books are classified and graded under the direction of the Chaplain, but there is a lack of library equipment and trained assistants.
8. Inmate librarian untrained to guide other inmates in instruction and systematic reading.
9. Appropriations, from the general fund, for new books are very limited.
10. Too many gaps in technical books to supplement practical experience gained in the Industries, with reading.
11. Books furnished by American Library Association to ex-service men upon individual application. These books become the property of the Prison Library afterwards.
12. Suggestions:
 - A. Trained librarian needed.
 - B. Funds needed for graded books on industrial and mechanical subjects.
 - C. Lectures could be arranged to popularize the above subjects.
13. None of the Recommendations of Survey No. 160 carried out. Increased appropriation for the library badly needed.

Exhibit VI. Recommendations relating to Sing Sing School
(Page 88)

EXHIBIT I. AN OUTLINE OF THE SYLLABUS OF THE SING SING PRISON SCHOOL.

1. General Introduction:
 - A. Work of each standard planned to cover 16 weeks.
 - B. Student performs test in ink once a week.
 - C. First four standards are designed as an intensive course in practical English, arithmetic and other practical subjects.
 - D. Standards 5 and 6 aim at introducing formative and cultural subjects, such as formal grammar, civics, literature and fractions.
 - E. Upon completion of the above, the inmate is expected to take his place with the average man outside.
2. Standard One:
 - A. Elementary English—oral expression emphasized, copying from print and script and spelling 100 simple words.
 - B. Arithmetic—addition of number to 100.
3. Standard Two:
 - A. English—special attention to writing, First Reader, vocabulary of 300 words and sentences.
 - B. Arithmetic—addition and subtraction, tables of measures and problems.
 - C. Geography—general introduction.
4. Standard Three:
 - A. English—reading and spelling, additional 300 words, writing and elementary composition.
 - B. Arithmetic—multiplication and United States currency.
 - C. Geography—acquaintance with globe, communication and transportation.
 - D. Hygiene—talks on care of body, etc.
5. Standard Four:
 - A. English—oral and written reproduction of reading, added 300 words, composition and letter writing.
 - B. Arithmetic—division, cancellation, first three operations with decimals, tables of weights and measures.
 - C. Geography—study of maps and talks.
 - D. Lessons on government.
 - E. Physiology—reading on "How We Are Fed."

6. Standard Five:

- A. Review of previous standards.
- B. English — elementary grammar, 400 words added to vocabulary, reading, spelling and composition.
- C. Arithmetic — four operations with common fractions and decimals, square root, diameter and circle, simple interest and discount.
- D. Geography — the continents and major countries, American geography.
- E. Government — forms of government, three branches of Republican form of government, the American constitution.
- F. History — salient episodes from American history.

7. Standard Six:

- A. English — introduction to literature, composition, description, exposition, narration, argumentation, advertisements, *præctice*.
- B. History elementary American history, general introductory view of American history.
- C. Grammar — rules underlying composition, parts of sentence, parts of speech and paragraph.
- D. Arithmetic — practical problems, elements of commercial arithmetic.

EXHIBIT II. SING SING SCHOOL

The recommendations in the Summary of the Prison Survey Report, which related to the educational work, were as follows:

Numbers 9, 17, 18, 19, 24, 80, 81, 82, 83, 84, and 113.

Only two of the important recommendations made in the survey have been carried out, that is, there has been a night school established and correspondence courses are now given. In contrast to the industries, the development of the school has been very slight.

There is only one school teacher employed at a salary of \$1,800.00 a year. There are seven inmate teachers who serve on an average of one and a half years, but fewer inmate teachers are being drafted for other departments than formerly.

The assignments made from the "Reception Company" to the maintenance and industrial departments, are made by a board consisting of the principal keeper, doctor, and Deputy Superintendent of Industries. Although it is the responsibility of the head teacher to designate those inmates who must attend school, he has nothing to do with the other assignments in the Institution. A high percentage of men assigned to the shops have not passed the equivalent of the seventh grade grammar school. In assigning men for the industries, their physical condition, compatibility, nationality, etc., are apparently considered in preference to their educational requirements. Much of the conflict between the school and industrial work is due to the assignment to the shops, of

those inmates who are lacking in primary school education. At the present time, for example, there are 141 inmates excused from the shops for one and a quarter hours per day, to attend school. During the fiscal year ending June 30, 1923, there were 608 inmates enrolled in school, 130 of which were foreigners; 165 native born of foreign parents, and 142 native born of native parents. The total number of students attending school at one time is from two to three hundred. School periods are held from 9 A. M. until 4 P. M. Classes are held five and one-half days a week. A school session lasts for sixteen weeks, at the end of which time promotions are made. There are five grades called "Standards," which are described in Exhibit No. 1, also Exhibit No. 3.

The only advanced classes for inmates, beyond the seventh grade grammar school, are the night school and correspondence courses, which have been established since the survey was made. Not infrequently, inmates are given full credit for a grammar school education, although they have not graduated, as they are given credit for the practical education they have gotten outside of school. Some inmates are illiterate in English, but literate in Italian or some other foreign language. It is said, that only twenty-three per cent of the Sing Sing inmates are literate in English. After careful study it is said that only fifteen per cent of the inmates are capable of gaining benefit from correspondence courses. In November, 1922, there were sixty correspondence courses given, but in July, 1923, there were only twenty-five. This drop is due to lack of sufficient funds. It is said \$1,500.00 is spent yearly on correspondence courses, and that each course costs from \$30.00 to \$100.00. The money spent in this way is really out of proportion, because of the small number of inmates who derive benefit. The correspondence courses are helpful if the students are selected with a great deal of discretion, and the lessons carefully scrutinized before they are returned to the schools. Correspondence courses given in July, 1923, were as follows:

Eighteen courses in connection with Columbia University.

Five courses in connection with Knights of Columbus Correspondence School, New Haven, Connecticut.

Two courses in connection with The Industrial Correspondence School, Scranton, Pa.

Since 1920, a night school has been started:

	Enrolled	Sessions held	Average attendance
Bookkeeping	19	24	11
French	47	50	15
Spanish	25	55	14
Salesmanship & Advertising	36	12	*17
* (Now discontinued)			

There is not enough variety of night school courses, and no trained instructors to carry on the work.

An examination is given each new inmate by the head instructor. The inmate is asked to write a letter of application for a job, giving his experience and qualifications, both educational and practical. After the examination, an attempt is made to verify the contents of the letter.

A weekly report is kept of each inmate student, which is based on a weekly examination, usually consisting of a letter written on a given subject or a spelling test. The weekly records are kept in an active file while the inmate is attending school. Later these records are consolidated, and they form the substance of the report for the Parole Board and Governor. A monthly report is made up, as per form, Exhibit No. 3. This report is made in triplicate and copies are sent to the Warden, Superintendent of Prisons and Dr. A. C. Hill.

There is no Superintendent of Prison Schools. The head teacher at Sing Sing, Mr. Henzel, and four other civilian teachers in the other State prisons are appointed by and are directly responsible to the Superintendent of Prisons.

Dr. A. C. Hill, an official of the Commission of Education, functions in an advisory capacity to the schools of the State prisons, but he has no authority to organize or direct any of the school activities. Dr. Hill visits Sing Sing school about three times a year, and at other times during the school period he is in correspondence with the head teacher. In making a survey of Sing Sing school, it might be well to call attention to the lack of incentive for teachers in the prisons, compared to those in the State public schools.

There is no special appropriation for school expenditures. Equipment and supplies must be purchased out of the general fund. The duties of the head teacher are numerous, viz: to train about four inmate teachers a year; supervise and instruct thirteen classes, consisting of from two to three hundred students; to organize and supervise special classes in night school, and to control the correspondence courses.

No opportunity is given to a prison teacher to attend the County and State Educational Conferences. For example: There are County Teachers' Conventions held about once a month, at which about two hundred teachers gather. They exchange ideas and have an opportunity of hearing the best speakers in the country. State conclaves for teachers are also held a number of times throughout the year, and teachers employed in the State public schools are afforded an opportunity of keeping in close touch with up-to-date national and educational movements. The prison teacher is only given an opportunity of attending conferences of prison teachers — five in all — twice a year, which, naturally, is limited in scope.

The teacher employed in the State prison schools is not given a chance to take summer courses, nor does he get a vacation. An exception was made this year when Warden Lawes permitted Instructor Henzel to attend the summer session in the State College

for Teachers in Albany, New York, but Mr. Henzel was obliged to return to Sing Sing once a week, in order that he might keep in touch with the progress made by the inmate teachers. The traveling and living expenses must be paid by the instructor.

The teacher under the supervision of the State Public School System is retired and pensioned sooner, and with larger compensation than instructors in the prison schools.

The school has a direct relation to the assignments of new inmates in the institution, from the "Reception Company," to the Industrial and Maintenance Departments. Under the present organization, there is little connection between the school and the various departments. Assignments are made by the principal keeper, doctor, and Deputy Superintendent of Industries. A report of each inmate is submitted by the teacher to the principal keeper, but the instructor is not called in conference to discuss individual cases relative to their qualifications, fitness, etc., for the different assignments.

The library is in charge of an inmate librarian, who is under the supervision of the chaplain. The library ought to be under a professional librarian, working under the supervision of the head teacher.

Mental tests performed by the doctor: Psychiatric tests might often be verified or supplemented by school reports and vice versa if there were an exchange of reports between departments of Sing Sing. The schools reports might be of particular value in supplementing the psychological tests of inmates who are mentally retarded, as they are made over a period of weeks, whereas, the psychological tests are completed in a short time.

Vocational instruction, under the direction of the Welfare League: The assignments to the automobile and other courses are not made according to the educational rating of the head teacher. Men having best mental qualifications for vocational instruction, would be chosen to better advantage if the instructor were to approve each applicant.

Exhibit III. Report Made by Head Teacher at Sing Sing in February, 1923, to the State Department of Education Relating to Home Study Courses Covering the Fifteen Months that they have been given.

The following report was prepared for the purpose of summarizing the records made in Home Study courses since their inception fifteen months ago.

In studying the progress of the experiment through the data of this report, one should bear in mind that for the past seven months no new applications have been accepted, because there were no funds available due to the organization of the Welfare League Association. Thus the original plan of maintaining a group of 35 active courses, new men to be enrolled as others were dropped or graduated, was not carried out. The early advantages derived

from the treatment of those students as a distinct educational group, responsible for regular lessons and subject to attendance at group meetings, gradually diminished as the number of students declined.

In addition to this unforeseen curtailment of courses, account should be taken of the mis-registration of a number of students in the early stages of the work. Not a few of these were due to a misunderstanding of the content of some of the courses. In other cases educational prerequisites of various courses were underrated. Finally in some few cases the applicants' qualification were misjudged. All these errors, however, were to be expected in view of the novelty and scope of the project. That 67 per cent of the courses either were completed or are still active, attaches a significance to this work requiring no further comment.

Report of the Head Teacher at Sing Sing for the Fiscal Year Ending June, 30, 1923

Prison Population

Number of men in prison July 1, 1922.....	1,227
Number of men received during fiscal year.....	911
Total	2,138

School Enrollment

Number of men enrolled July 1, 1923.....	167
Number of men admitted during year.....	389
Number of men re-admitted during year.....	52
Total	441

Total number of men in school during year..... 608

Aggregate attendance for the year.....	55,963
Number of days school was in session during year.....	259
Average daily attendance.....	216.07

Nationalities of Men in School

AMERICAN

Foreign parentage.....	165
White.....	81
Black.....	61
Total	307

FOREIGN

Italians.....	136
Russians.....	68
Austrians.....	29
Spanish.....	3
Polish.....	9
Greek.....	9

RECOMMENDATIONS RELATING TO SING SING SCHOOL

German.....	9
British.....	13
Rumania.....	5
All others.....	20
Total	301
Total	608

Ages of Men in School

Under 20.....	85
Between 20 and 30.....	295
Between 30 and 40.....	166
Between 40 and 50.....	54
Over 50.....	8
Total	608

Standards in Which Men Entered

Standard 1.....	105
Standard 2.....	44
Standard 3.....	126
Standard 4.....	104
Standard 5.....	62

Previously classified and in school July 1, 1922..... 167

Total

(Of the 105 men entered in Standard 1, 52 were wholly illiterate, and 47 were unable to speak, read or comprehend English.)

During August, 1923, there are 225 inmates attending day school. Of this number, 143 come from the shops. The assignments of those inmates attending school are as follows:

	First stand.	Second stand.	Third stand.	Fourth stand.	Fifth stand.	Total
State.....	2	1		1		4
Wash.....	1	1		1		3
Bakery.....	4	1	1	5	2	13
D. H.....			1	2	3	6
Green.....	1		1			2
Ships.....			12	11		23
Kitt.....	4	7	12	14	2	60
Brush.....	1		2	2	7	12
Hall.....				2	3	5
Office.....	1		3	5	1	10
Power.....	1	1	4			6
Band.....				4		4
Jobb.....	6	5	3	7	6	27
Shoe.....	6	10	11		10	37
Dye.....						
Yard No. 1.....						1
Yard No. 2.....						52
Sheet metal.....	7	4	8	1	8	6
League.....		1	1	3	1	6
Total	27	28	47	59	64	225

<i>Percentage of Men in School</i>	
Foreign	301
Native born of foreign parents	165
Native born of native parents:	
White	81
Black	61
	142
Total	608

Causes for Leaving School

Number discharged and paroled	35
Transferred to other State institutions	95
Graduated	96
Non-receptive	3
Excused because of work	99
Excused because of age and health, etc.	61
	389
Attending school June 30, 1923	219
Total	608

Previous Degree of Education of New Men Entered in School During Year

Never in school before	50
Attended one year	15
Attended two years	36
Attended three years	39
Attended four years	29
Attended five years	48
Attended six years	67
Attended seven years	70
Attended eight years	61
Attended more than eight years	26
Total	441

Number and Length of Service of Inmate Teachers

Largest number employed at one time	8
Smallest number employed at one time	5
Longest term of service in months	12
Shortest term of service in months	1
Average term of service in months	6

EXHIBIT IV. PRISON SURVEY; RECOMMENDATION, No. 17
The prisoner should be afforded opportunities of vocational training if he is capable of learning and if he desires such training.

The operations in the industries have not been graded according to the skill required to perform them properly as has been worked out in one institution in New Jersey.

The school teacher gives a superficial oral examination to each new inmate, while he is held in the "Reception Company." A card is made out and all new inmates who are required to attend school are designated by the head teacher. A copy of the educational grading of new inmates is submitted to the principal keeper, before the inmate is assigned to work, but the head teacher has no voice in deciding which inmates are best suited to the industries.

The conflict between the school and industrial work is due largely to the assignment of inmates who are lacking in elementary education—combined schooling and practical education less than seventh grade grammar school equivalent—to the industries. For example, there are 141 inmate shop workers required to attend school during August, 1923.

The assignments to the vocational training courses afforded by the Welfare League, are not subject to the approval of the head teacher relating to the educational qualifications of the inmate.

Although night classes have been established since the survey was made, the courses are limited to bookkeeping and languages. One course was given in salesmanship and advertising temporarily, by a volunteer worker, Mr. Charles F. Southard. This has been discontinued.

There are a number of experienced typists and stenographers among the inmates. The limited number of typewriters in the school prevents the establishment of a class for typists.

The maintenance work at Sing Sing, is under the direction of the yard master, who it is understood, is not a skilled mechanic. Assisting the yard master is a civilian plumber. There are not enough guards with a knowledge of a skilled trade to fully utilize the opportunities in the maintenance work for inmates in vocational training.

EXHIBIT V

Library

In the library there are about 12,000 books, consisting of fiction and non-fiction.

The average circulation is about fifty-five books daily. Each book is kept on an average of one week. According to the chaplain, 50 per cent of the inmates are foreigners and men of very limited education, who are not interested in reading.

Of the total there are about 1,000 books written in German, Italian, French and Hebrew. There is little call for these books and the average circulation is about five a week. There are about five books on technical subjects to fifty books on fiction taken out.

All the books that are given out in the library are censored. Stories like those written by Zane Grey and James Oliver Curwood are most popular. Of the non-fiction, those books on mechanics, automobiles, electricity and radio, are the most popular. A few prisoners ask for books on ethics, but those prisoners reading on this subject usually are inclined to undermine the morale of the other inmates. On an average of once a week a prisoner comes to the library to ask for a Primer book to learn English. In this instance, the inmate librarian consults with the head teacher.

The chaplain makes out lists of books suitable for different classes of prisoners, but he is not trained and his time is not sufficient for this work to permit him to make out carefully prepared lists, or to thoroughly classify the books in the library. The inmate librarian is conscientious and willing, but is without training as a librarian, and is not only unable to properly guide the other inmates in their reading, but finds that one inmate is not inclined to put as much stock in the guidance of another prisoner as he would in a civilian librarian.

The appropriation for new books is extremely limited, according to Father Cashin. The money for the library must be taken from the general fund, as there is no special appropriation.

There are too many gaps in the technical subjects to permit those inmates who are working in the industries to supplement their work with reading at the different stages of their training.

This year there is a new arrangement whereby the American Library Association will send books to ex-service men if the proper application is made. After the ex-service men have finished with the books they become the property of Sing Sing, but all applications must be made by individuals and cannot be made by the prison officials.

Suggestions.

If a trained librarian were employed for Sing Sing, and if more funds were available for purchasing graded books on mechanical and industrial subjects, the library would be of more importance, and it could be better co-ordinated with the shop and school work. There are a considerable number of good books on farming which are not called for often as most of the inmates are city-bred men. A trained librarian could do educational work and arrange for lectures to be given, in order to popularize these subjects.

PRISON SURVEY RECOMMENDATION No. 160.

EXHIBIT VI.

A head teacher at Sing Sing qualified to instruct in vocational training at \$2,700 a year.

Assistant teachers, one at Sing Sing at \$2,100 a year.

Assistant teacher, one at Sing Sing at \$1,800 a year.

Special night instruction by foremen, one at Sing Sing at \$1,000 a year.

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

Provision should be made for the payment of inmate teachers.

In July 1923 practically none of the recommendations under this heading have been carried out.

RECOMMENDATIONS RELATING TO SING SING SCHOOL.

Action recommended which might be brought about under the existing laws and present administration, viz:

1. That a special fund for school purposes be created and that school books and supplies be bought from this instead of from the general fund.

2. That the school, although a non-productive department, receive the same financial and moral support as the industries.

3. That a plan for vocational training be worked out, closely following the plans of the New Jersey Reformatory. At the present time there is no direct relation between the school, the industries, maintenance, medical and other departments, which would be necessary if vocational training throughout the institution is to be properly developed.

4. That pre-vocational equipment be purchased and installed, as recommended in the Survey, to be used in conjunction with the Reception Company.

5. That the school and other departments of Sing Sing exchange their reports of inmates, instead of each department keeping exclusive files.

6. That additional teachers be provided and that the head teacher receive a higher salary than \$1,800.

7. That teachers in Sing Sing be given an opportunity to attend county and state educational conferences in order to improve teaching methods.

8. That a vacation be provided for teachers that will enable them to attend summer school.

9. That the head teacher sit on the board that assigns new inmates from the Reception Company to the different departments in the institution.

10. That inmates lacking in grammar school education be assigned to other departments than the industries to do away with conflict with the shop schedule.

11. That more advanced classes for inmates, beyond the seventh grade grammar school, be provided. The night school classes will best serve this purpose, in contrast to the correspondence courses, as more inmates are eligible, the proportionate expense is less and the inmates do not lose interest, especially if the instructors are popular.

12. That automobile, sign painting, and other courses given under the Mutual Welfare League, be more closely co-ordinated with the Sing Sing school system, and that only those inmates be

assigned to courses whose qualifications are approved by the head teacher.

13. That a professional librarian be placed in charge of the library and that the general library, as well as the school library, be operated in direct connection with the school work.

14. That the Sing Sing school be incorporated in the State Prison's school system under a Superintendent of Schools, instead of being directly responsible to the Superintendent of Prisons and to the Commissioner of Education in a semi-official capacity.

RELIGIOUS ACTIVITIES.

SURVEY RECOMMENDATION NO. 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.

In July, 1923 no Board of Chaplains has been organized. Father Cashin is heartily in favor of this recommendation of the survey. He states that a certain amount of time each day is supposed to be given to religious instruction, but that no definite period is allowed in the daily curriculum for this purpose. It is his opinion that a Board of Chaplains would standardize the religious work for each creed, and make the appointment of chaplains less political. It is said that up-State particularly the chaplains in prisons are changed frequently and that their appointment is largely political.

The amount and kind of work that each chaplain performs is not controlled by his respective religious organization. If a Board of Chaplains were created it could cooperate with the Superintendent of Prisons in recommending those chaplains best qualified for the work.

A Board of Chaplains made up of recognized representatives of the different creeds would give moral support to the religious work, would make a religious program possible, and would see to it that the proper facilities were made available for chapels, etc.

Action Now Necessary.

1. That representatives of the various religious denominations have a conference to constitute a Board of Chaplains, as recommended by Survey recommendation No. 127. It would probably not be advisable to change the existing law relating to the appointment of chaplains by the Superintendent of Prisons, but much can be done by cooperation between a properly constituted Board of Chaplains and the Superintendent of Prisons.

2. That the religious training of the prisoners should receive a regular and important place in the daily program instead of being limited to optional attendance at a weekly service.

THE MUTUAL WELFARE LEAGUE AND SOME OF ITS ACCOMPLISHMENTS DURING THE FISCAL YEAR ENDING JUNE 30, 1923.

The Automobile School has three inmate instructors, and fifty men finished the course during the fiscal year of 1923. Three additional automobiles were given or purchased by the school in 1921, so that there are now seven automobiles available.

The Sign-painting School has one instructor and about twenty men have finished the course during the fiscal year.

The Barber's School has about six inmate instructors and about 21 inmates finished the course during the fiscal year.

The cloth-cutting School was started in 1923 and was discontinued only the last few months because there was no inmate cutter available, but this school has recently been re-opened.

There are from ninety to one hundred and ten inmates in the four daily classes.

All the correspondence courses are financed through the Welfare League Association, located in the Grand Central Station, New York City.

The profits of the commissary are used for the schools in Sing Sing, but no commissary funds are spent on the outside correspondence courses.

The League has about forty-one delegates. It is much less of a political organization than before. Warden Lawes has refused to recognize the Tammany and independent parties that existed up to 1922. Any inmate approved by the warden, can run for office. Each inmate voter fills out his ballot. The ballot is now carefully controlled and no intimidation is allowed around the polling place. The election is to take place on Monday, July 30th. The Warden and Principal Keeper carefully supervise the ballot. Before election the warden addresses the inmates warning them that no political parties will be recognized, and that only those candidates who he approves can hold office. The League officers are responsible to him as their Trustees.

The League now, in contrast to 1920, is self-supporting. No more solicitation of funds, clothing, etc., is permitted. The League officers are particularly gratified to be free from the need for solicitation. About \$6,000 was received by the League from the commissary in the fiscal year of 1923 and about \$7,000 was received from the profits of performances, baseball games, etc. Two thousand dollars was given for the relief of destitute prisoners on the recommendation of the Executive Board of the Mutual Welfare League, with the final approval of the Warden as Trustee. Each discharged prisoner who is in destitute circumstances, receives \$10.00 from the League in addition to the \$10.00 he is given by the State. Four thousand dollars was spent in the last fiscal year for the transportation of performers and moving picture films. No charges are made by the film companies or the actors for their services, but transportation is expected. Three thousand seven hundred and thirty-four dollars was spent for Christmas packages and chicken dinners last Christmas: 60 cents for each chicken

dinner, a package of food costing \$1.38, and a shirt costing \$1.62, or a total of \$3.60, was spent on each inmate last Christmas in contrast to the year 1920, and preceding years, when about 35 cents was spent on each inmate from funds of the League. Destitute families of prisoners who are not able to pay railroad fare to Sing Sing, are provided with transportation by the League.

A portable stage in the auditorium was built at a cost of \$300, which was provided by the League, in 1923.

Since the survey was made, some of the League powers have been restricted by Warden Lawes. Only about fifty League members are counted out from their cells fifteen minutes before the moving pictures begin in the chapel. In 1920 many League members, besides the officers, were allowed this privilege.

All newly arrived inmates now enter the Reception Company and do not become members of the League until after they have passed through their probationary period. The League has nothing to do with the men in the Reception Company, but they do provide matches, soap, and tobacco for them, as everything is taken from the prisoner when he enters the prison to prevent smuggling of drugs, etc.

Summary

1. Since 1920 the League has become self-supporting.
2. It has been converted from a political machine to a non-partisan organization for the benefit of all.
3. Entertainments and welfare work for prisoners and their families has been undertaken by the League to a much greater extent, and the solicitation for funds from outside sources has been largely eliminated.
4. Total receipt for year ending June 30, 1923 were \$14,389.18 and the total disbursements \$14,069.76 for the same period.

Sing Sing Records and Description of the Operation of the State Bureau of Identification in the Office of the Superintendent of Prisons.

Exhibit 1

Warden only receives commitment paper with prisoner — very incomplete information for purposes of identification.

Commitment papers sent to Sing Sing with deputy sheriff, who accompanies the prisoner, are unsealed, and no confirming data is sent to the prison by mail.

Commitment papers sent from the different counties are different in form, as they have never been standardized.

Once a prisoner has been sent away from the county from which he is committed the court records are closed and a new record must be begun in Sing Sing.

The chief clerk must fill in most of the information required under captions of the commitment blotter, which forms the basis for criminal statistics of the State, by direct questioning of the prisoner.

The prisoner is required to affirm the correctness of his statements by his signature in the presence of a witness, but it is really not possible to verify this data under the present system of decentralized tabulation of criminal identification and statistics.

Some of the departments, especially the school, keep careful daily written records of the performance of inmates, but most of the departments keep daily records in a perfunctory way and make a general report at the time the prisoner applies for parole.

The monthly sheets, showing the compensation of sentence earned by prisoners, are made up in such a way as to be of very little value for future reference.

Exhibit 2

Duties and records of Comptroller's and Warden's clerks in Sing Sing.

The division of authority and assignment of duties of the Comptroller's clerk, authorized by statute, and the warden's clerk.

Exhibit 3

Bertillon measurements and fingerprints in Sing Sing.

Amount of work done, relation of this bureau with the State bureau, records kept in Sing Sing office and identification data furnished the Parole Board and the Governor.

Improvements in this bureau during last year.

Exhibit 4

The State Bureau of Identification.

Total number of prints handed.

Prints received regularly from three State Prisons, six County Penitentiaries, Elmira Reformatory and only about five county jails throughout the State.

The limited amount of cooperation received by this bureau from other institutions in New York and from other States.

Lack of photographic and other equipment for copying prints. The small budget and salaries allowed for this bureau.

Exhibit 5

Recommendations relating to Sing Sing records.

RECOMMENDATION SURVEY, No. 47

Exhibit 1

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 of which he is an inmate.

The record system existing in July 1923 viz: the commitment paper made out by the court is delivered to Sing Sing by the deputy sheriff with each prisoner. The information on the commitment paper is very limited. The Court of General Sessions, New York City, is the only court in the State that sends additional data with the commitment paper — Probation Officer's report is attached to the commitment paper.

The commitment blotter is the basis for all criminal statistics of the State.

The fact that the commitment papers sent from the different courts to Sing Sing, are not standardized, and the jail time and length of sentence are often filled in hurriedly and even carelessly, is of much importance as there is no clearing house to verify and coordinate court and prison records. When money is transferred, for example, a check or draft is made out with the greatest care and the amounts are filled in in numerals and written in as well, and often stamped with a perforating machine to prevent alteration. The check or draft might be passed through a banking clearing-house and is always returned to the institution on which it was drawn. Once a prisoner is sentenced from the court and the clerk makes out the commitment paper and delivers it to the deputy sheriff, who accompanies the prisoner to Sing Sing, the records of the prisoner are closed, so far as the court is concerned. The clerk of Sing Sing sometimes suspects tampering by the appearance of the commitment paper, in which case he writes to the clerk of the court to have it corroborated. The sentence and jail time earned by the prisoner are filled in by hand in the spaces left for this purpose on the commitment paper. The jail time is filled in numerals only, with spaces on either side of the figures, and could be altered in transit from the court to Sing Sing without much possibility of detection.

The commitment blotter, made out by the clerk at Sing Sing, gives a description and personal history of the prisoner, which data is used to make out reports for the Superintendent of Prisons, Parole Board and the Governor. There are twenty-eight captions, the data under fourteen of which is corroborated by the commitment paper. All the other information is obtained from the voluntary statements made by the inmate to the clerk. In the presence of witnesses the inmate affixes his signature and affirms his statements as being correct. Not infrequently it is found that he has not told the truth, but he cannot be prosecuted for having made voluntary statements falsely.

After the commitment blotter is filled out the prisoner is fingerprinted and a copy is sent to the Identification Bureau of the Superintendent of Prisons. A search is made for a past criminal record, but the information obtained is by no means complete as the files of the State Bureau of Identification are practically limited to those prisoners sent to State prisons and county penitentiaries throughout the State, some of the county workhouses, about three county jails and a limited number of prints of special cases

sent to the bureau for search by the New York and other police departments, and from other States. Sometimes it is found by search of the files in the Bertillon Bureau that prisoners who have been sentenced as first offenders are really old offenders. In other cases, the name on the commitment paper is found to be incorrect and in one case the Christian name was given as the surname. In cases of old offenders sentenced as first offenders, the clerk communicates with the court and, if the judge sees fit, the man is sent back to the court for recommitment. The finger print records in Sing Sing are restricted to those prisoners who have been committed to Sing Sing previously. Recently an assistant Bertillon clerk was appointed, so that inmate clerks have been eliminated from this important Bureau.

In Sing Sing, monthly reports are made out for the granting of compensation of sentence. The marking system is used and about ninety-five per cent of the inmates receive "A" marks daily throughout the month, which means that prisoners practically earn compensation automatically as long as they do not create any disturbance or break rules. The marks are supposed to be given as an incentive to good work and to encourage the prisoner to put forth his best efforts.

In addition to the history taken by the chief clerk and entered on the commitment blotter, the doctor, chaplain, school teacher and the principal keeper, take separate histories of prisoners. The Deputy Superintendent of Industries, yard master, cook, store keeper, and heads of other departments are supposed to keep a daily record of the conduct, character and performance of each inmate assigned to them. The most complete daily reports of inmates are probably kept by the school teacher. There is no exchange of histories between the different departments.

At the time the prisoner applies for parole, the parole officer asks for reports from the different departments, but as no consolidated reports are kept up from month to month it is practically impossible to expect complete reports from the different departments for the Parole Board. While inmates are in the institution the officers have a good general idea of what to expect from them, but once they are discharged there is no consolidated report available, except the parole report which is made up hastily shortly before the release of the prisoner.

Exhibit 2

DUTIES AND RECORDS OF COMPTROLLER'S AND WARDEN'S CLERKS IN SING SING.

Under section 136 of the Prison Laws — the prison clerk must perform those duties as prescribed by the comptroller in accordance with the law, but to conform to the rules of discipline established by the Superintendent of Prisons, viz.:

1. To keep a register of convicts, in which the names of the convicts shall be arranged alphabetically, and to include a personal history of each inmate.

2. To make out an annual report to the Agent or Warden giving the census and number of transfers, discharges, etc.
3. To keep accounting books of financial transactions — separate books for the inmates and the institutional financial accounts. To check receipt of purchases against invoice and to correct discrepancy in weight, quality or quantity.
4. To preserve a set of official reports made to the Legislature, etc.
5. To make an annual report to the Secretary of State giving all particulars relating to census, admissions, discharges, pardons, and all details given in the monthly report of the Warden, and the Superintendent of Prisons. Also details about the unexpired time of sentences, and health of those convicts pardoned, etc.

Inmates have been eliminated from the main office of Sing Sing in the last year. Heretofore, inmates have done much of the important clerical work to the detriment and jeopardy of the prison records. For example: An inmate released from Sing Sing, and on parole, visited a probation officer and upbraided him for the probation report that had been sent to Sing Sing with his commitment. The ex-convict had worked as a clerk in the Sing Sing office and had handled or had access to the file of commitment papers. The probation officer said that he made up his mind not to send probation reports to Sing Sing after this happened.

The Comptroller's clerk, whose duties are prescribed under section No. 136 of the Prison Laws, has two assistants. His actual duties consist of:

Checking the finances of the maintenance, industrial, and individual accounts of inmates.

One assistant checks the financial accounts of inmates, and the other functions as typist.

The so-called chief clerk of the prison, who is not mentioned in the Prison Laws, and who is responsible to the warden, performs the following duties, viz.:

To make out reports to the Governor, giving a detailed account of the compensation and commutation of sentences.

To receive and discharge all inmates.

To check on the jail time on the commitment, and to verify same by corresponding with the Court, when any question is raised.

To keep a numerical and alphabetical live and dead file of all inmates received in the Institution.

To keep a commitment file arranged alphabetically and numerically, under the letters of the alphabet.

To keep separate files for the indeterminate, determinate, live and condemned prisoners, respectively.

The salary of the comptroller's clerk is \$2,320.00, in contrast to the chief clerk which is \$1,800.00. The dual authority and the division of responsibilities between the comptroller and the agent and warden, and the disproportionate salaries of their respective clerks does not seem necessary for the efficiency or control of the

accounting, and certainly does not serve as an incentive to promote the best efforts of the clerical force in Sing Sing.

Now that a cost system has been started, and is being developed and a voucher system has been installed and purchases are made in increasing number through the State Superintendent of Purchases, and inmates have been eliminated from the central office in Sing Sing, isn't there sufficient control so that the clerical force might be consolidated, and made directly responsible to the agent and warden, who, of course, is responsible to the comptroller for the correct accounting. Incidentally the voucher and cost systems were established in Sing Sing on the initiative of the Warden and Deputy Superintendent of Industries, and not by the comptroller but with his approval.

Exhibit 3

BERTILLON DEPARTMENT

Number of men photographed, Bertillon and finger-printed from July, 1920, to July, 1921.	1,303
Number of men photographed, Bertillon and finger-printed from July, 1921, to July, 1922.	1,626
Number of men photographed, Bertillon and finger-printed from July, 1922, to July, 1923.	1,092

Work for Albany Office

1—8 x 8 Combination Finger-print card containing all the Bertillon measurements, description and photograph of every man received.

1 Index card of every man received.

1 Re-measurement slip of any man received who was discharged from this institution and returned within five years.

Bertillon Descriptive cards furnished the Albany Office on request.
Copies of Finger-print cards (photographic) furnished the Albany Office on request.

Records for Sing Sing Office

1—8 x 8 Combination Finger-print card containing all the Bertillon measurements, description and photograph of every man received.

1 Index card of every man received.

1 Bertillon Descriptive card of every man received with photograph.

The Combination Finger-print cards for the Sing Sing Office are classified and filed according to classification.

The Index card is filed alphabetically.

The Bertillon Descriptive card is filled by measurements of Head Length, Head Width, Left Middle Finger, Left Foot, Left Cubit and the Height.

1 Photograph negative is kept on file at Sing Sing.

Parole Cards

- 1 Bertillon Parole Card is made out for every inmate paroled or discharged from Sing Sing Prison and filed with parole papers.
- 1 Bertillon Parole card is furnished to Auburn, Clinton and Great Meadow Prisons, of men paroled from these institutions and who were originally received at Sing Sing and transferred.

Transfers

One Bertillon descriptive card with photograph accompanies every man who is transferred from Sing Sing to other institutions.

Clemency Reports

One Bertillon descriptive card with photograph is sent to the Governor's office (Hon. Owen L. Potter) whenever an inmate files application for Executive Clemency.

Escapes

Whenever a man escapes from Sing Sing a photograph of the prisoner is taken to New York where a half-tone cut is made for printing circulars which contain all the descriptive data taken from the Bertillon and finger-print records.

Notes

The first Bertillon record taken at Sing Sing Prison August 1, 1896.

Glass negatives filed at Sing Sing	22,000
Film negatives filed at Sing Sing	5,101
Bertillon records filed at Sing Sing	27,795

The first finger-print sheet B-8512 taken at Sing Sing Prison January 19, 1907, by Powers.

The first 8 x 8 combination finger-print card taken at Sing Sing Prison September 3, 1913, No. B-63683, by Powers.

Previous to July 1, 1923, inmates have been employed in the Bertillon Department to prepare all records, do photographic work and handle all clerical work. Three inmates were employed to do this work. Since July 1, 1923, Mr. Don L. Parsons was appointed as Assistant Bertillon Clerk and all records are now made by either Mr. Tuff's or Mr. Parsons, no inmates being employed in the Bertillon Department, or record office.

The finger-print sheets dating from January 18, 1907, to September 3, 1913, are filed only in numerical order as no arrangements were ever made to secure cases or cabinets for same.

There is also kept at Sing Sing Prison a ledger containing all the Bertillon descriptive data and measurements, previous criminal history and finger-print classification. At the present time seventeen ledgers are on file at this institution.

Twenty-four hours after a man is received the Bertillon and finger-print records are completed on the ledger.

Improvements

During the past year Cooper Hewitt lights have been installed in the photograph gallery to take the place of the old sky-light.

A new camera which records two photographs on a 5 x 7 film in place of one on a 4 1-4 x 6 1-2, which reduces the cost of films to almost half.

A professional printer has been installed in the dark room which adds much to the quality of the photographs.

Requisition has been made for a steel fire proof filing case to file photographic negatives (films) of which there are on hand at present about 5,000.

Exhibit 4

SURVEY MADE OF STATE BUREAU OF IDENTIFICATION

The Identification Bureau in the office of the State Superintendent of Prisons, Albany, filed from 17,000 to 18,000 finger-prints, photographs and miscellaneous inquiries in 1922. This bureau is in charge of Miss Clara L. Parsons, who is assisted by three fingerprint experts, two fingerprint clerks and a stenographer. The Bureau receives fingerprints from:

Three State Prisons—Sing Sing, Auburn and Clinton. Six County Penitentiaries—Albany, Erie, Westchester Workhouse and Penitentiary, Onondaga, Monroe and New York; and Elmira Reformatory provided for by law.

Fingerprints are also received from Nassau county jail, Ballston county jail, White Plains county jail, and from possibly two other county jails in the State of New York. In the other county jails of the State there are no regularly established fingerprint systems in force, according to Miss Parsons. Upon inquiry at the office of the State Superintendent of Prisons no other information could be obtained about fingerprinting in the county jails of the State. No fingerprints are received from the House of Refuge, Randall's Island, New York City Reformatory or the New York County Workhouse, according to Miss Parsons. The only fingerprints received systematically from the Greater City of New York by this bureau are of penitentiary prisoners committed to the county penitentiary, Welfare Island. Miscellaneous inquiries are received from the United States Secret Service of the Department of Justice, the Post Office Department and the Treasury, from Canada and from Germany. From the Greater City of New York inquiries are received from the Parole Commission, the Probation Bureau of Special Sessions and Magistrates Courts, the clerk of Kings and Queens County Courts, the Narcotic Division and Identification Bureau of the Police Department. In 1922 about 3,500 inquiries were received from police departments in all parts of the United States. Of about seventy police bureaus the following were the largest con-

tributors to this department for the year January 1, 1922, to January 1, 1923:

Newark, N. J.	510	Detroit, Mich.	112
Jersey City, N. J.	480	Baltimore, Md.	100
Rochester, N. Y.	330	Schenectady, N. Y.	100
Philadelphia, Pa.	254	Springfield, Mass.	100
Boston, Mass.	253	New Haven, Conn.	90
Hoboken, N. J.	140		
Mineola, L. I.	119		
(Nassau Co. jail)			

Identifications averaged about 25 per cent.

About 1,000 inquiries were also received from different sources. The following penal institutions outside of New York State file Bertillon and fingerprint records regularly with this department in exchange for identifications:

Massachusetts State Prison and Reformatory, New Jersey Reformatory and State Prison, Connecticut Reformatory and State Prison, Pennsylvania Reformatory, Eastern State Penitentiary of Philadelphia, Pa.; The Western State Penitentiary of Pennsylvania, Pittsburgh, Pa., and the Department of Public Safety, Lansing, Michigan, have recently been filing with this Bureau.

About 1,500 records from the above were received for filing during the year 1922.

The Identification Bureau of New York State receives fingerprints and Bertillon records from other states, but it does not file records with other bureaus as no personnel or funds are available for the purpose.

There is no photographic or photostatic equipment for the purpose of making copies of fingerprints and criminal records. When inquiries are received from other states, or from cities in a state, and the criminal record asked for is found in the files it is necessary to communicate with the institution where the prisoner served his sentence and was fingerprinted to request a copy of the fingerprints. There is considerable delay in this procedure as the prints must be forwarded from the institution to the State bureau and then sent to the office that has requested the prints. Fingerprints of tramps, vagrants, intoxicated and disorderly persons committed to the various county penitentiaries of the state, with the exception of the New York County Penitentiary, are sent to this bureau for search, and returned to the institutions for final filing. It has been the experience of Miss Parsons that many important identifications have been made of parole and probation violators and state prisoners by means of comparing these prints. Formerly prints of these prisoners were sent from the New York County Workhouse, but as the volume of work of the combined New York County Penitentiary and Workhouse is so great it is impossible for Mr. Travers, who handles this work alone, to continue sending these prints to the State bureau.

Inquiries were formerly received from California, Nevada, the State of Washington, Minnesota, Michigan, etc. Six years ago when Mr. Riley was made Superintendent of Prisons he adopted the policy not to receive for filing records from the Middle and Western states. Recently Michigan, through its Department of Public Safety, established a State Bureau of Identification which has begun again to co-operate with the New York State Bureau of Identification.

The State Bureau of Identification is part of the Superintendent of State Prisons office. In the same room is the office of the Industrial Bureau of the State Prisons and of the clerk, Mr. Bone-steel, whose duties include the clerical work relating to the commutation of sentences. Since January 1, 1914, to date, the only new equipment that has been added to this bureau has been the twelve sections of filing cabinets of five drawers each. The equipment and supplies of this bureau amounts to less than \$500 per year. The personnel and salaries are very inadequate. The chief of this bureau, Miss Parsons, has been in the bureau fifteen years and in spite of her efficiency and the excellent results of her work the salary which she now receives, is \$1,600 yearly. The three fingerprint experts who have been in the bureau for fourteen, thirteen, and eight years respectively, receive only \$1,320 each yearly. The stenographer, who also functions as clerk, receives \$1,260, and the two fingerprint clerks receive \$960 each yearly. These salaries are most inadequate for the class of work expected in this bureau.

Exhibit 5

RECOMMENDATIONS RELATING TO SING SING RECORDS.

1. That a copy of the probation officer's report and extracts from the court records be sent to Sing Sing, under seal, with the commitment paper, for the guidance of the warden in classifying the prisoner.
2. That there be established a central state bureau, including divisions of criminal identification and statistics, to which each court should forward daily fingerprints and statistical data relating to each person sentenced to Sing Sing and other State penal institutions.
3. That the clerk in Sing Sing should forward daily a copy of fingerprints and statistical data to the State bureau relating to each new prisoner received. Of course, this would also apply to clerks in other State prisons, county penitentiaries, county jails, etc.
4. The central State bureau should make a search for past criminal records and verify, as far as possible, the statistical data and return this information to Sing Sing. In the central bureau the files for fingerprints should be separate from criminal statistics, but the permanent serial numbers attached to the fingerprints of each person should be attached to the folder containing statistical data of the corresponding person.

5. That simple forms be adopted for the use of the heads of departments in Sing Sing, which will make it convenient for them to fill in on these forms comments relating to the character, conduct, health, willingness to learn and work, and influence upon other inmates. If these forms were incorporated in a small booklet, with carbons attached, it would provide a means for jotting down daily observations which would form the basis for monthly reports and the exchange of information between different department heads.

6. That monthly reports be made by the head of each department on forms embodying the above, and that extra copies of these reports be made for exchange between the heads of departments, and one copy for filing with the commitment paper to become the basis for the consolidated report to be available for the Parole Board and other future purposes.

7. That the unequal division of authority and work of the comptroller's and warden's clerks be readjusted, and that the law be amended, if necessary, to meet present conditions. With the control now established by the Superintendent of Purchase and the Bureau of Standards of the Board of Estimate and Control, and if the Industrial Board is formed to centralize the control of the industries, the need for this divided authority, as a means of control, will no longer exist.

8. That copies of fingerprints of every prisoner received at Sing Sing be sent to New York City as soon as a central bureau is established there.

REPORT ON KITCHEN AND FOOD REQUISITIONS IN SING SING AND NEWLY ESTABLISHED SYSTEM OF PURCHASING THROUGH THE STATE SUPERINTENDENT OF PURCHASE.

1. Purchases made for Sing Sing by the State Superintendent of Purchase. (a) Food requisitions now made out quarterly in advance. No purchases exceeding \$25 are made directly in Sing Sing. (b) *List of merchandise bought under contracts made by the State Superintendent of Purchase.*

2. (a) Enumeration of the different kitchens in Sing Sing and the average number of meals served, etc. (b) *Recommended that the new kitchen be opened without delay so that baking and frying as well as steam cooking will be possible.*

3. *Explanation why cooks' and bakers' school has not yet been established and why there is so much dissatisfaction about the food.*

4. Statement showing that cafeteria form of serving would probably not be practical for Sing Sing.

SURVEY RECOMMENDATION 130 IN 1920 REPORT.

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.

In July 1923, instead of a departmental purchasing agent located in the office of the Superintendent of Prisons, as recommended in the survey, a State Superintendent of Purchases, a department that was created and placed in operation July, 1922, makes contracts under which purchases are made for the prisons, as well as for all State departments.

Instead of a monthly requisition, which was recommended in the survey, a combined quarterly requisition is now made in Sing Sing and sent to the Superintendent of Prisons for checking and approval, and to the Superintendent of Purchases to enable him to make purchases by contracts when he is able. The only purchases made outright at Sing Sing are those that do not exceed a total of \$25.00.

It is obvious that the purchasing system for all State departments, under the Superintendent of Purchases, when fully developed will give better results than a purchasing department established exclusively for the Prison Department, as recommended in the survey. In a year's time there have been about 100 contracts made under which Sing Sing is purchasing and getting the *benefit of quantity purchases*, in contrast to the old system.

LIST OF MERCHANDISE BOUGHT BY SING SING UNDER CONTRACT MADE BY THE STATE SUPERINTENDENT OF PURCHASE IN 1922.

<i>Light</i>	Cups, vitreous china
Lamps, electric	Coffee Cups
<i>Footwear</i>	<i>Laundry</i>
Rubber Boots	Chip soap
<i>Material for footwear</i>	Laundry soap
Belly Leather	Laundry soda
<i>Clothing, Material for</i>	<i>General Household</i>
Canvas lining	White clothing soap
Sleeve lining	Soap chips
Silesia	Bor ami
Flannel, for C. C.	Scouring powder
Light duck for hospital coats	Grit hand soap
<i>Sundries</i>	Laundry soap
Beeswax	Matches, Safety
<i>Bedding</i>	Toilet paper
Sheeting, bleached	<i>Miscellaneous</i>
<i>Dining Room and Kitchen</i>	Tobacco
Table forks	<i>Other Medical Supplies</i>
Table knives	Gause No. 10 and 50
Table spoons	<i>Implements, Tools, Machinery, and Parts</i>
Bowls, vitreous china	Hard hose 3-4 inch
Plates, vitreous china	

<i>Educational</i>	<i>Meats, Salt, Smoked and Canned</i>
Typewriter ribbons	Bacon
<i>Stationery and General Office</i>	Pork, salt
Supplies	Ham roulettes
Carbon paper	Corned beef rumps
Typewriter ribbons	Frankfurters
<i>Painting and Repairs</i>	<i>Fruits, Canned and Jellies</i>
White lead	Peaches, canned
Raw linseed oil	Apple sauce
Turpentine	Apples Evap.
	Prunes
<i>Fuel</i>	Raisins
Coal, Anth.	<i>Spices, Extracts, etc.</i>
Coal, Bit.	Mustard, ground
<i>Breadstuffs Cereals, etc.</i>	Pepper, black
Flour	Cinnamon, ground
Macaroni	<i>Vegetables, Dried</i>
Cornstarch	Beans, white
Crackers, Oyster	Beans, lima
Barley	Peas, green
	Peas, yellow split
<i>Coffee, Tea, Cocoa, etc.</i>	Peas, black eye
Coffee	<i>Vegetables, Canned</i>
Tea	Tomatoes
Cocoa	Succotash
<i>Dairy Products</i>	Corn
Butter,	<i>Vegetables, Fresh</i>
Eggs, storage	None.
<i>Fish, Salt, Smoked and Canned</i>	<i>Yeast, Baking Powder, etc.</i>
Salmon, canned	Baking Powder
	Baking Soda
<i>Meats, Fresh</i>	<i>Miscellaneous</i>
Beef chucks	Lard Compound
Pork butts	Cooking Oil
Veal, leg of	Salt, table
Spencer rolls	Salt, cooking
Mutton chucks	Vinegar
Pork loin	Mince meat

KITCHEN

The requisitions for food are now made quarterly. One-half pound of meat is allowed for each man per day. Practically all the food used in large quantities is purchased under contracts made by the Superintendent of Purchase.

In estimating the number of men who eat prison rations, it is to be noted that there are seven different kitchens, five of which are used for inmates. At Wingdale there is a kitchen that feeds about twenty men; the kitchen for the condemned cells feeds about

35 men; the kitchen in the new prison on the hill feeds about one hundred and fifty men; the kitchen in the hospital feeds about sixty-five men. Ten rations are allowed for the help in the warden's kitchen. Food is prepared for eight hundred men in the main dining room. There is a kitchen in the officer's mess that feeds about thirty-five officers—this is paid for by the officers, about 25 cents per meal. There are about eighty-five to one hundred rations allowed for firemen outside help.

There was an assistant cook appointed about eighteen months ago. There are eight cooks and waiters for the officers' mess, sixty-eight inmates employed in the kitchen and mess hall, twelve of which are cooks, three butchers, one cook and two helpers for the condemned cells, one cook, three helpers and four waiters for the new prison, one cook and one helper at Wingdale, and ten inmates in the warden's kitchen.

Inmates in the new prison are allowed 10 cents per day extra for rations.

RECOMMENDATION BY PRISON ASSOCIATION IN 1923 RELATING TO THE SING SING KITCHEN

1. That the new kitchen be opened without delay so that it will be possible to establish cooks' and bakers' schools, and to prepare food by baking and frying, as well by steam cooking. The present kitchen has very limited space for supplies, the refrigerator and food storage are very inadequate and there are no facilities for baking or frying food. Many of the complaints of inmates relating to food will undoubtedly be overcome if they can be given baked and fried, as well as steam cooked food. With the new kitchen in operation the sales of food stuff from the commissary would probably be reduced, and the practice of inmates cooking their own meals would be diminished.

SURVEY RECOMMENDATION No. 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.

In July, 1923, no Cooks' or Bakers' School has been established for the reason, as given by the chef, that only steam cooking is done, that the baking is restricted, due to the old oven, and that the old kitchen now being used is crowded. All the cooking is done in eight aluminum and eight potato steamers, and three coffee, tea and water urns. No matter how many spices are put into the food, when it is cooked in steamers it does not have any taste. The refrigerator is only large enough to hold three days' rations. In the new kitchen there will be an ice plant and refrigerator sufficient to store a month's rations for 1,200 men. The bake oven planned for the new prison will bake 3,000 loaves of bread a day.

Many of the complaints about the food at the present time are probably due to the exclusive steam cooking. Eating steam-cooked food, that is prepared in large boilers, day after day, is not inductive to a good appetite. The reason the inmates are using the gas stoves installed by the warden, and buying in the commissary to such an extent, especially for supper, is undoubtedly due to their dislike for the daily diet of steam-cooked food.

Mr. Beaulieu, the chef, says he is much in favor of opening a school for cooks and bakers, as soon as the kitchen and bakeshop in the new prison are ready. He estimated he can conduct a class of twenty-five cooks and finish the course in three months, and a class of fifteen bakers and finish the baking course in a month and a half. These inmates, in turn, can train other inmates. The large ranges, with ovens, in the new kitchen, will permit the frying and baking of food and there will be plenty of room and extra equipment to train inmates.

SURVEY RECOMMENDATION No. 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.

It is said that the cafeteria system for the inmates would not be as practical as serving inmates from warming tables. If the cafeteria system is installed there will be more delay in serving, dissatisfaction over the size of the portions given out by inmates, who would necessarily do the serving, and it is also held that inmates carrying their plates to the tables would be likely to spill the food on the floor, etc.

With the use of warming tables, the food could be dished out from the ovens into large steel containers that hold their own heat, fifteen minutes before the men are to be served. It is said that this plan will be adopted in the new kitchen.

PAID PERSONNEL, SURVEY RECOMMENDATION No. 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.

There is no deputy warden at Sing Sing as none is provided for in the prison laws. The institutional storekeeper is responsible directly to the warden. The heads of the commissary, kitchen

and dining-rooms are responsible directly to the warden. The yardmaster, who is in charge of the maintenance, the deputy superintendent of industries, the head teacher, the berrillon clerk, all are responsible directly to the warden.

The principal keeper is responsible for the discipline throughout the institution, including all departments.

When the warden is away from the institution there is no executive head and the best that the heads of the departments can do is to consult the warden's confidential clerk.

In Sing Sing Prison the principal keeper, Mr. Thomas F. McInerney, practically functions as deputy warden in shouldering the responsibility for the routine operation.

Paid Personnel of Sing Sing Prison in July, 1923

There are 148 employees at Sing Sing Prison, which include 73 custodial guards, assigned to three separate eight hour shifts. Fifteen guards are assigned to the condemned cells, and 60 other employees including shop foremen, clerks, guards, etc. How many of these employees are qualified to instruct inmates, in addition to performing their custodial, clerical, and other routine duties? It is safe to say that out of the total of 148, no more than 19 are qualified to instruct 1,200 inmates. Many of this number must give most of their time to routine custodial duties. There are, for example, the following employees, who might devote more or less of their time to the instructing of inmates:

One chief engineer, two assistant engineers, five shop foremen, in the printing, shoe, sheet metal, and brush departments, one instructor in the shoe shop, one blacksmith in the sheet metal shop, two assistant foremen and the dyer and guard in the knitting department, one inspector who is in charge of receiving and shipping all materials and products from the Industrial Department, one foreman of Wingdale farm and one plumber who works under the yard master, one head cook, one baker, one kitchen keeper.

No grade has been established by the State Civil Service Commission corresponding to the grade of keeper with a knowledge of a skilled trade. A greater number of the employees in Sing Sing should have a knowledge of a skilled trade so that they would be able to instruct inmates.

Salaries paid to the Skilled Personnel in Sing Sing Prison in July 1923.

The head teacher receives \$1,800 a year — no maintenance is allowed. The principal keeper, who functions largely as the Deputy Warden receives \$2,500 a year—no maintenance. (This includes the increase of \$250.00 granted in 1923).

As the principal keeper is held responsible for the discipline of the entire institution, his working schedule probably amounts to at least twelve hours daily.

The sergeant of the guard and the captain of the night guard who assist the principal keeper, each receive \$1,800 a year, without maintenance. The services of these employees as well as those of the head teacher are considered of no more value to the State than the services of an ordinary guard.

The store-keeper and assistant store-keeper who receipt for and have charge of all goods and supplies in the institution, except those for the industries, receive \$1,400 and \$1,800 respectively. Of course, if they perform their duties conscientiously they save a great deal for the Institution. Therefore it would seem that the amount of their salaries is not in proportion to their responsibilities.

The chief clerk receives \$1,800 yearly, the same salary as paid to a guard. He is not provided for by the Prison Laws, but much of the work outlined under section 136 of the Prison Laws, relating to the duties of the comptroller's clerk are actually performed by the chief clerk.

CHAPTER VI

The Development of a Plan for Consolidating Identification and Criminal Statistics with the Records of Preliminary Investigations of Probationers, Lost and Stolen Property, Missing Persons, Narcotic Addicts, and Modus Operandi of Criminals.

A study and investigation of the above bureaus was made during the year 1923 by this Association. The Bureau of Identification in the office of the State Superintendent of Prisons, Albany N. Y., the system of Identification in Sing Sing and the various bureaus in New York City were covered. An analysis was made of the three systems of collecting criminal statistics in New York State.

A summary of this proposed plan which is included herewith, submitted to the Board of Estimate and Apportionment under Communication No. 146, Calendar No. 45, November 2, 1923, as follows:

"Communication, dated October 30, 1923, from the General Secretary of the Prison Association of New York, calling attention to lack of coordination in the work of the various bureaus conducted by the City for criminal identification, information and statistics, and submitting proposed plan for consolidating these activities into one central bureau. Refer to Committee of the Whole and Secretary to report to Committee."

On December 8th, Acting Mayor Hulbert held a conference at City Hall to consider a central bureau of criminal records.

On December 13th, a special committee was appointed by the Acting Mayor for the safeguarding of life and property, and to consider the establishment of a central bureau in particular, as follows:

Hon. Edward J. McGoldrick, Justice of the Supreme Court, Chairman.

Hon. Frederick H. Kernochan, Chief Justice, Court of Special Sessions.

Hon. Burt J. Humphrey, Judge of the County Court, Queens.

Hon. William H. McAdoo, Chief Magistrate, New York City.

Hon. Joab H. Banton, District Attorney, New York County.

Hon. Alexander H. Geislar, Chief Asst. District Attorney, Kings County.

Hon. John A. Leach, First Deputy Police Commissioner.

Hon. George P. Nicholson, Corporation Counsel, New York City.

SUMMARY SUBMITTED BY THE PRISON ASSOCIATION OF NEW YORK
TO THE BOARD OF ESTIMATE AND APPORTIONMENT ON
OCTOBER 30TH 1923.

Proposing a Bureau for Consolidating Identification, Information and Investigation Records of New York State to Cooperate with the Federal Bureau for the Protection of Society and Justice to the Individual.

1. This bureau would not embarrass any innocent person and would, perhaps, eliminate suspicion of persons unjustly accused.

2. The fundamental idea is at least over fifty years old—see Annual Report of the "National Prison Association," year 1870, entitled "Criminal Register considered as a means of knowing the antecedents (criminal biography) of a person charged with crime or trespass." See resolution adopted jointly by the "American Prison Association" and the "National Association of Chiefs of Police" May 12, 1896, as follows: "Resolved, that a Central Bureau of Identification of all persons arrested for felony or who may be considered of sufficient importance as professional criminals, and of all convicts, be established in the City of Washington, D. C. See recent findings and recommendations of the Law Enforcement Committee of the American Bar Association, page 430 of 1922 annual report and the 1923 report in the September number.

3. Why is the Prison Association of New York interested? For the following reasons, viz: that it would facilitate the work of judges, probation and parole officers; it would tend to place the responsibility for the administration of justice; it would definitely make known the existence or absence of a past record of wrong doing; it would provide a complete record, collected from all sources, over a period of years, of those persons who need reformation or punishment; it would indicate the remedial measures that have been tried.

4. The Federal Bureau of Identification, Washington, D. C. The National Association of Police Chiefs officially turned over their Bureau of Identification in Washington, D. C., to the Department of Justice in September 1923, pursuant to a resolution they had previously adopted.

The Bureau of Identification, operated under the Department of Justice and recently transferred to Washington, D. C. from Leavenworth, Kansas, functions on a national scope. The great handicap is a lack of centralization of identification and investigation work carried on separately by the United States Army, Navy, Marine Corps, United States Departments of Immigration, Justice, Treasury, etc. Also, only six states in the Union have central bureaus. Instead of exchanging information with one central bureau in each of the seven territories and forty-eight States, it is necessary to keep in contact with as many of the chiefs of police, sheriffs, wardens of institutions, special agents of railroads, probation and parole officers in each state, who care to cooperate

with the National Bureau. Information received from the United States Departments of Agriculture, Labor and Interior, indicate that no Federal laws can be enacted that will force states to send information to a Federal Bureau unless financial support is afforded by the National Government, but the experience has been that the states cooperate satisfactorily once a United States Bureau proves that it can supply valuable information.

5. Fingerprints serve not only for the purpose of unmistakable identification, that remains the same throughout life, but provide a means of establishing a numerical filing system whereby a folder can be assigned to each individual and all information, as, extracts of police investigations, extracts of court minutes, probation officers reports, and institutional records that are cleared through a bureau, automatically find their way to their folder.

6. Is there an Identification Bureau that is operated by the State of New York? Yes. It is in the Capitol, Albany, in the office of the State Superintendent of Prisons. The Bureau receives practically no support and is operated under great handicaps. The budget allowed for this Bureau for the seven employees is not over \$10,000, and for supplies and equipment about \$500 a year. The budget allowance for criminal identification in New York City in contrast, is approximately \$140,000, the salaries of about 63 employees in 1922 assigned to the Police and Correction Departments and Magistrates Courts. The expenditures for fingerprint supplies and equipment for the New York City Magistrates alone, in 1922, amounted to \$6,591.89, or about thirteen times the amount spent for the State Bureau.

The New York State Bureau only receives fingerprints and measurements regularly from the State Prisons and County Penitentiaries of the State. There are some Workhouses and about four, of the 64, county jails, that exchange information with the State Bureau. About 18,000 fingerprints were received and classified by the State Bureau in 1922, which is about the same number that were filed in the Magistrates' Bureau and the Department of Correction respectively, and much less than the number filed by the New York Police Department. Yet it is the only Bureau that regularly serves the State Parole Board, State Civil Service and the Governor, in the granting of pardons, and it should function as the connecting link between New York State and neighboring states, the Federal Government and foreign countries. The Identification Bureau of New York State has no equipment for photographing or making copies of fingerprints or other data, but must rely on each State Prison and Penitentiary to supply the copies when they are needed.

7. Is there a Central Bureau of Identification in New York City? No. Fingerprints are taken by the Police Department, of persons arrested for felony, and photographs are also taken of persons arrested for homicide or other very serious offenses, but Bertillon measurements have been discarded. The New York Police Department Headquarters has a high power radio

station for receiving and sending descriptions, identification, fingerprint classification, etc. but until other identification bureaus are equipped with wireless plants, for transmission of identification data, this method cannot be put into operation.

The Annual Report of the New York Police Department for 1921 shows a total of 49,716 identification records filed in 1921, including 2,405 photographs and prints taken by the Police, 5,094 prints received from other cities, the prints of automobile drivers, about 14,000 prints received from the Magistrates Courts and some prints received from the Department of Correction.

8. *Fingerprint experts are assigned to about 15 different Magistrates' Courts of New York City*, where separate files are kept of prints taken exclusively in these courts. The Headquarters of the Chief Magistrate at 300 Mulberry street include an Identification Bureau that functions as a clearing house for prints taken exclusively in the Magistrates Courts.

There are 22 employees, including about three photographers, and about fifteen fingerprint experts. About fifteen copies are made of all fingerprints taken in the Magistrates Courts. Only those persons convicted in these courts, and only those guilty of certain offenses, are fingerprinted. In 1922 there were 18,329 persons fingerprinted in these Courts. Estimating the total cost of fingerprinting at \$51,591 the cost of printing each person was approximately \$2.08.

9. *In the Department of Correction of New York City fingerprints are taken of all persons committed to the department, in the institution to which the person is committed.* Those persons sentenced to serve time in the district and city Prisons, usually for less than ten days, are fingerprinted by keepers and matrons. Those persons sentenced to the New York County Workhouse are fingerprinted by a keeper in the penitentiary and a matron in the Correction Hospital. Those persons committed to the New York County Penitentiary are fingerprinted, measured and photographed by the Bertillon clerk in the penitentiary, who is an identification expert. In spite of the sixty-three employees assigned to criminal identification in New York City, it is necessary to employ four inmates to copy identification records in this Bureau.

The fingerprints taken of all persons committed to institutions of the Department are forwarded to the so-called "Central Bureau of Identification" in the Municipal Building, which is the only central bureau for this Department. In this Bureau there are three "fingerprint clerks," experts who classify fingerprints and tabulate criminal records for the use of the department, for the New York City Parole Commission, under the Parole Law, the Police Department, particularly of drug addicts, the New York City Civil Service Commission, Probation Officers attached to the Magistrates and other courts of the city, parole officers and civil service, post office, treasury, justice, and other United States Departments.

Copies of fingerprints, photographs and Bertillon measurements of penitentiary prisoners are forwarded directly to the Identification Bureau in the office of the State Superintendent of Prisons. Photographs and other descriptive data are also supplied to all persons, who are committed under "indefinite sentences," to the New York City Parole Commission.*

10. *In New York State there is no State-wide Bureau to obtain, file or record and distribute photographs, fingerprints, measurements, and other descriptive data of: Violators of military, naval, or criminal laws of the United States; of persons who violate laws of New York State, or divisions thereof,—violators of municipal ordinances and those guilty of trifling offenses are not referred to,—for the information of judges, police chiefs, county sheriffs, city marshals, probation and parole officers and peace officers of New York State, officers of the United States and of other states, or peace officers of foreign countries.*

11. *There is no law in this State that provides for the identification of persons arrested for serious offenses until after conviction, for example: those in possession of property very likely stolen, burglar tools or keys, concealed firearms, or deadly weapons, infernal machines, unlawful possession of explosives, counterfeiting outfits, bootlegging materials, or persons who are probably fugitives from justice, probation, or parole violators. Restricting identification to those who are convicted affords the old offender every incentive and added opportunity to get out on bail before being identified. There are existing laws that cover New York State that offer a basis for a solution,—these will be taken up under the caption "Remedy."*

12. *How would the proposed Bureau of Identification, and Investigation Benefit, the Operation of Probation in New York State?*

It would provide a means, that does not now exist, of definitely determining whether or not a person has a past record that makes him suitable for probation, and would, therefore, lessen the indiscriminate use of probation.

*NOTE: "According to the last Annual Reports published, for the year 1921, by the Magistrates Courts and the Department of Correction, both fingerprinted about 14,000 persons. Persons convicted in the Magistrates' Courts, if not released on probation or given a suspended sentence, or a fine, are ordinarily committed to the Department of Correction, which results in a duplication of taking, classifying, and distribution of fingerprints. The fingerprints of all persons committed from the higher Courts of the Greater City to the Department are in the files of the Department, but are not included in the Magistrates records. The Police Department receives copies of all prints taken in the Magistrates Courts, but do not have copies of all prints taken in the Department of Correction. A Police Officer is assigned to the Criminal Courts Building to take fingerprints of all persons convicted in the Courts of General and Special Sessions. The New York Police Department must depend upon the cooperation it receives in the other courts in obtaining fingerprints of persons convicted.—in the Counties of Bronx and Richmond it depends upon the respective sheriffs, whether or not the Police obtain the fingerprints of persons convicted.

It would eliminate the endless and unsatisfactory correspondence and visits that probation officers must carry on, under the existing system, if exhaustive preliminary investigations are attempted.

It would give the four hundred odd probation officers in New York State more time to devote to the direct supervision of their probationers and thereby greatly increase efficiency.

It would serve as a close control and enforce the conditions of probation upon the probationers, of which there were 21,719 in the State during 1922, and 1130 of these disappeared while on probation.

It would end the controversy about the actual results of probation, because all ex-probationers, arrested during any period of years, after they have been discharged from probation, would be made known,—at present probation officers lose sight of their probationers after their release.

13. *How would a proposed Bureau of Identification, Information and Investigation benefit the use and operation of parole?*

It would provide the means of obtaining complete and verified information for the Warden of an institution and the Parole Commission in New York City, and the Parole Board of the State. The information supplied to the warden by the commitment paper is very incomplete. The bureau could supply past criminal, police, court and institutional records and information from the Register of Vital Statistics, relating to all persons born in New York State.

It would provide a means whereby all persons on parole could be located after they disappear. There would be fewer disappearances and more re-arrests than are now made, under the system of filing a "wanted slip" with the police.

It would not only make possible the more discriminate use of parole, but it would automatically collect statistics relating to the number of persons arrested who have previously been on parole,—to determine the final results of parole—that cannot now be determined.

14. *What Criminal Statistics are Collected in New York State and New York City and What do they Show?*

The clerk of each county submits a quarterly report to the Secretary of State respecting those persons convicted of criminal offenses in the courts of record of the county, pursuant to section 943 of the Code of Criminal Procedure. Note that this statistical information is not based on identification and is of very little value, although it requires a great deal of clerical work throughout the State. At the same time it might be very useful as the basis for a state-wide system of collecting identification and statistical data.

The sheriff of each county submits a yearly report to the State Prison Commission pursuant to provisions of chapter 47 of the Laws of 1919 (chapter 43 of the Consolidated Laws) as amended by chapter 118 of the laws of 1916. The detailed statistical data contained in this report is not based on identification. Whereas, this law should require sheriffs to establish identification of all

persons arrested, except those guilty of violating city ordinances or other trifling offenses, and this data be forwarded immediately to the proposed State Bureau.

In New York City Criminal statistics are collected separately by the Police, Department of Correction, Magistrates' Courts, Courts of Special Sessions, Court of General Sessions in New York county, the County Courts in the other four counties, and by the five district attorneys.

An annual report published by the Police Department includes:

(1) The number of defendants brought to court on police summonses.

(2) The number of defendants arrested by the police without process.

(3) The number of defendants arrested by the police on warrants.

The final dispositions of persons arrested are not complete in the police report because the existing organization does not allow for a central clearing-house for court records.

An annual report published by the Magistrates' Courts repeats the police summonses, processes and warrants, and adds the warrants and summonses issued directly by the Magistrates' Courts and those summonses issued by the health, street cleaning and other city departments.

The commitments made by Magistrates are mostly all to the Department of Correction, so that the annual report of the Department of Correction deals largely with the same offenders.

To follow up the final dispositions of the felons arraigned by magistrates, one must go to the records of the Court of General Sessions, or one of the four county courts, or to one of the five district attorneys. To get the disposition of cases in the Criminal Branch of the Superior Court, one must search in the records of the District Attorney, or the court.

The annual report published by the Court of Special Sessions repeats, the report of "Magistrates sitting as Justices of the Court of Special Sessions," and practically all offenders mentioned, except those charged with bastardy, are also dealt with in the Magistrates' report.

The New York City Department of Correction publishes an annual report showing the number of persons committed from the courts which again deals with the same prisoners referred to in the police and various court reports. At the same time, the criminals committed directly from the County Courts, in Bronx and Richmond, to institutions not under the department are not necessarily included in any of the various criminal reports and the final dispositions are not always reported to the police.

NOTE: The Identification Bureau in the Police and Correction Departments and in the Magistrates Courts are operated independently of the statistical bureaus, therefore the same person arrested repeatedly is counted as a different person. The sixty-three employees assigned to fingerprinting do not include the numerous personnel in the different City Departments, assigned to collecting and tabulating criminal statistics.

What States have Central Bureaus of Identification and Records? California, Idaho, Iowa, Massachusetts, Michigan, and Washington.

In Iowa, for example the Attorney-General was authorized to provide a bureau of criminal identification, investigation and information,—it was the Iowa State Bankers' Association which promoted this legislation.

In Massachusetts, a State Bureau of Identification was established under the State Department of Correction, in 1916, at the suggestion of the police chiefs. The Massachusetts authorities have given the following advice, viz: "I would say that for the best advantage of all concerned, a separate bureau like that maintained in California would be the best for public protection. Such a Bureau if established in your state would soon pay for its operation. Should you be successful in establishing a bureau in your State, we would be glad to cooperate in the apprehension of some of your parole violators."

The Michigan State Bureau of Identification is operated by, and under the general budget of, the State Department of Public Safety. This bureau receives, files, and distributes prints, photographs and records of all inmates in State penal institutions, cooperating with local sheriffs and police, and with neighboring states and foreign countries. The Commissioner of Public Safety is anxious to cooperate with New York when there is a central bureau.

The California State Bureau of Criminal Identification and Investigation was established in 1917 as a separate State bureau under a State Board of Managers and in direct charge of a superintendent. The bureau handles criminal records, handwriting, fingerprints, photographs, and functions as a clearing-house for records of lost, stolen and pawned property, embezzlement, forgery and modus operandi of criminals. There are 49 counties and 160 cities in California and various other states and some foreign countries, served by this bureau at a cost of only \$44,369.33 for two years, 1920-1922.

THE REMEDY

1. A Central Bureau of Identification in New York City. Consolidate the records and personnel, of the New York City Identification Bureaus in the Police Department, the Magistrates Courts and the Department of Correction.

2. A Central Bureau of Identification, Investigation and Information in New York City to discontinue numerous statistical and other bureaus in New York City which must depend primarily upon consolidated identification records, if they are to properly

NOTE: This single Bureau functions for San Francisco and all cities and towns in California, in contrast to the excessive cost and duplication, as well as the incomplete records, in New York City, alone, with three separate bureaus of Identification, Bureau of Information, Lost Property and Missing Persons, requiring about 139 employees to operate them.

function, and incorporate their functions in the New York City consolidated Bureau of Identification, but this does not mean that the entire clerical force can be consolidated, as possibly thirty per cent of employees now assigned to bureaus will be needed to carry on the routine work of the various departments. The bureaus and the clerical work which should be consolidated, as far as possible, are: Identification of automobile drivers; bureaus of lost property, criminal information and missing persons; and those employees in separate bureaus which collect and tabulate criminal statistics in the Police Department, Magistrates Courts; Court of General Sessions, Criminal Branch of the Supreme Court and District-Attorney of New York county; the District-Attorneys, County Courts and Criminal Branches of the Supreme Court in the counties of Kings, Queens, Bronx and Richmond.

3. That the Central City Bureau of Identification, Investigation and Records should receive extracts of all important information about persons arrested, and their families, from the coroner, the police, Departments of Correction and Welfare, the sheriffs and courts, and verify statistics, as far as possible, through the registrars of vital statistics who record every birth and death in each city, incorporated village and town in New York State, under the Public Health Law (sections 372 and 373 of chapter 49 of the Laws of 1909, and chapter 45 of the Consolidated Laws, and chapter 619, Laws of 1913).

4. That this central city bureau publish one annual report containing the criminal statistics of the entire city consolidating the reports now published by the Police Department, Magistrates Courts, Court of Special Sessions and the Department of Correction. That all the criminal statistics be based on identification, which is not being done, showing the number of different persons arraigned and convicted and how many of them had previously been given suspended sentences, probation and parole.

5. This consolidation in New York City will eliminate much expense and duplication which results in the absence of necessary information and, above all, makes it impossible to obtain such information from one source.

6. That, eventually, the single bureau in New York City should be extended to become a State-wide bureau along the lines suggested by the system in operation in the State of California under fifteen sections of Chapter 723 of the California laws. A bureau of this sort can only be operated with the maximum of efficiency and economy with all the State and local Police, Sheriffs, City Marshals, Wardens and Peace Officers closely cooperating. This is the only way which will enable New York State to closely cooperate, as a single unit, with other States and the National Bureau in Washington, D. C.

7. In extending the New York City bureau to a State-wide bureau it will, of course, be necessary to enact legislation authorizing such a bureau and thereby incorporate the State Bureau of Identification, which is now under the State Superintendent

of Prisons, and further incorporate in the State-wide bureau the information which is now received by the Secretary of State from the county clerk's reports, submitted quarterly, and the reports of the sheriffs submitted annually to the State Prison Commission. These reports should be consolidated and much descriptive information could be eliminated from them, especially if identification by fingerprints were adopted by sheriffs and the courts throughout the State.

As an essential for the effectiveness and certainty of the State-wide bureau, legislation will be required that all persons arrested be fingerprinted, before conviction,—except those guilty of violating ordinances and of trifling offenses. This will eliminate the use of bail before identification is established. Persons, after unsuccessful prosecution of criminal action, can demand the return of their photographs, made of such persons while such action or proceeding is pending, under section 516 of the Penal Law (chapter 40 of the Consolidated Laws). When a law is passed, authorizing the taking of fingerprints and measurements before conviction, the above law should be amended to include fingerprints and measurements.

It will be necessary to codify all laws relating to this subject, including chapter 501 of the Prison Laws (Bertillon system in State prisons and county penitentiaries); section 579 of the Laws of 1915 amended by chapter 287 of the Laws of 1916 (the indeterminate sentence law applying to cities of the first class); Inferior Courts Act, article V, section 78 (identification of prostitutes by fingerprint system); article V, section 90 (identification reports); article II, section 22 (identification in the Court of Special Sessions).

Code of Criminal Procedure, Title X, sections 941 to 946 (quarterly reports submitted by the district-attorneys to the county clerks and clerk of Special Sessions in the city and county of New York and county clerks to the Secretary of State).

Chapter 47 of the Laws of 1909 (chapter 43 of the Consolidated Laws) as amended by chapter 118 of the Laws of 1916. (The sheriff's annual report to the State Prison Commission).

The Way Missing Persons and Narcotic Addicts are Handled With Lost and Stolen Property, Identification and Criminal Statistics in the California State Bureau.

Extracts from a letter of December 8, 1923, received from C. S. Morrill, Superintendent of the California State Bureau of Criminal Identification and Investigation:

"In reference to the handling of missing persons, such reports are cross-indexed under the name of the person reported missing, the department making the report, the subject missing person, with a further subdivision behind this subject according to height, weight and age."
 "Narcotic addict identification is handled in the same manner as our finger print. On account of an insufficient amount of help, we have not attempted to segregate these individuals as should be done."

The Proposed Cooperation Between Coroners and the California State Bureau.

Extracts from same letter of December 8th 1923, viz:

"In reference to information from coroners throughout the State, I regret to advise that we get but little cooperation from this angle, however, they are fast realizing the value of furnishing us with descriptions of unknown dead, and in many cases they are forwarding copies of fingerprints. To obtain real efficiency in this matter, it will necessitate the addition of another Section to the Act creating the State Bureau of Identification, making it a duty of coroners to furnish such description, etc. This will be attempted at the next session of our legislature."

Criminal Statistics as Collected in New York State.

It is almost impossible to estimate the value of the criminal statistics from the published reports of the State Prison Commission, State Superintendent of Prisons, and the last published report of the Secretary of State, because the statistics are, naturally, classified and subdivided in so many ways.

The method of approach used by this Association in this matter was to search for the original forms used for making up these reports and taking the captions, one by one, and analyzing them at their face value and the possibility of the data being verified.

The sheriff of each county in New York State must fill out 14½ pages of legal size form to make out his annual report for the fiscal year, which is submitted to the State Prison Commission. The report requires both experience and intelligence on the part of the sheriff, or his clerk, who fills in the data under these captions. As the term of office of the sheriffs and their personnel is only for two years in some counties and three to four in other counties, it can hardly be expected that accurate statistics, especially of a complicated nature, will be filled out properly. For example, the caption "Average Daily Number of Inmates during the Fiscal Year," is only too often the mean between the highest number of inmates at any time and the lowest number of inmates at any one time during the year,—the three captions succeeding each other at the bottom of the first page of the form for the sheriff's report.

Without attempting to cover the analysis of this form in this report, a few suggestive points might be made. For example, at the top of page 12 of the report of the sheriff to the State Commission of Prisons, is table No. 5, which reads as follows: "*Showing the number of times prisoners have been confined in this institution*,"—spaces left for first time to tenth time. As a matter of fact, it is of practically no importance how many times a prisoner has been in one institution, but is of tremendous importance to know how many times he has been committed to all institutions not only in New York but in other states. The other tables that ask for social relations, nativity and other data that must be taken down by the sheriff's clerk by interrogating the prisoner, giving face value to the answers that the prisoner chooses to give, makes

it obvious that the complication of much of this data is not of great value and might even be misleading.

The most important data of all, which cannot be collected by the sheriff under the existing system, is a verified past criminal record of the prisoner which would necessarily include a verified social and past history which must be based first of all upon identification, and this identification must be forwarded to a clearing house where all data relating to the particular prisoner is placed in a folder, filed in numerical order under the serial number which was affixed to the prisoner's fingerprints and which should never be changed—in other words, a central bureau that contains a file of fingerprints which must serve as a key to another file that includes police records, complaint papers and the court's social history, and all other data including physical, mental and vocational information.

One must consider the large form that must be filled out by the county clerk quarterly and submitted to the Secretary of State, in which detailed data of each prisoner must be filled out as follows: Name; crime; court at which conviction was had; convicted (on trial or plea of guilty); counsel assigned; sex; age; nativity; residence; occupation; social relations (married or single); degree of education; religious instruction; parents (living or dead); habits of life (temperate or intemperate); whether before convicted or not; sentence.

This form measures about 2½ feet by 1½ feet, which gives a good idea of its size and the clerical work required by the county clerk to make it out. This data is all sent to the Secretary of State, who submits it to the State Legislature. Since about 1915 it has not been published, but the data is collected quarterly. Practically all the data covered by this report is a duplication of the report made by the sheriff to the Prison Commission. Even if it were not a duplication, the kind of information asked for under the captions of "Nativity," "Residence," "Occupation," "Social Relations," "Degree of Education," "Religious Instructions," "Parents" and "Habits of Life," are of very little importance when it is considered that the information is obtained by the clerk from the prisoner.

The most important caption in this form, is "Whether before convicted or not." As this data is not obtained from a central bureau of identification and criminal records it is incomplete and unreliable.

The other forms used for making out criminal statistics of the State are two large forms filled out by the wardens of State prisons, one for convicts subject to the jurisdiction of the Board of Parole, and the other for convicts held under definite sentence. The following captions are included: "Name of Convict," "County,"

Note: The only difference in the two forms is a variation in the last three captions relating to term of sentence, compensation earned and the date of expiration of minimum sentence.

"Crime," "Court," "Judge," "Date of Sentence," "Received at Prison," "Term Imposed by Court," "Reduction earned," "Date of expiration of minimum term."

Vital Importance of Complete Criminal Records to Enable the Wardens of Institutions to Properly Classify Prisoners Received from the Courts.

Prisoners received at Sing Sing are accompanied by a commitment paper. The data of the commitment paper is limited to the following:

Date of sentence, name of judge, name given by the offender, indicted for, convicted of, whether convicted by confession and plea of guilty or by verdict of jury, length of sentence. On the front of the commitment paper is an endorsement signed by the county judge, giving the number of days the prisoner was held in jail before conviction.

When the prisoner is received, the receiving blotter, which is composed of about twenty-six captions, is filled out by the clerk. Data filled in under sixteen of the twenty-six captions must be certified as correct by the affirmed signature of the prisoner in the presence of a witness. The data under nine captions is filled in from information contained on the commitment paper. The warden and his staff do not receive a copy of the past criminal record, the personal and social history, the complaint paper, or other information that is vital to the proper classification of the prisoner. Practically the only exception to this rule, in relation to Sing Sing Prison, is the Court of General Sessions, which sends copies of probation officers' reports with the commitment paper to guide the warden in the classification of the prisoner.

ONE ILLUSTRATION OF THE UNSATISFACTORY USE OF PAROLE, DUE TO THE LACK OF CENTRALIZED RECORDS.

"M. W.," seventeen years of age, was arrested in Buffalo for burglary, and sentenced on March 16, 1911, to a reformatory. He was paroled on May 13, 1912, and was rearrested for violation of parole and recommitted on February 18, 1913.

On April 14, 1914, he was released on parole for the second time, and on March 27, 1916, he was rearrested for his second violation of parole.

On April 20, 1917, he was paroled for the third time. He failed to report to his parole officer and a warrant was issued for his arrest. Nothing more was heard from him until February 14, 1923, when he gave himself up to the parole authorities in New York City. He showed an honorable discharge from the Army, which was responsible for his reinstatement on parole for the fourth time, on February 16, 1923.

On the same day the man was brought to the Prison Association by a parole officer and it was requested that a position be found for him. As "M. W." had no funds, a position was found for

him as assistant janitor where he would get his board as well as a small wage. The janitress, who had been in the habit of employing men from this Association, returned after a few days and reported that "M. W." had stolen \$500 of the rents that she had collected. A warrant was issued for his arrest and filed with the police department on March 7, 1923. No results were obtained and the Prison Association took the initiative in investigating this case thoroughly. The parole officer was interviewed and asked to furnish fingerprints that could be copied and broadcasted so that this man might be arrested. It was found that the parole officer had no fingerprints, that no fingerprints were on file in any of the three bureaus of identification in New York City. A visit was made to the State Bureau of Identification at Albany, but no fingerprints were to be obtained. Communications were sent to the cities where this man was known to have lived, but without results. Miss Parsons, of the State Bureau of Identification, sent a photograph of this man, that had been taken twelve years before, to the National Bureau at Washington, D. C. The report which was received and forwarded to us is as follows:

"M. W. who was an enlisted man in Troop X of the X Cavalry U. S. located at Fort Meyer, Va., which is just outside the District of Columbia line, on the night of April 5, 1920, broke into and entered a building on the Fort Meyer grounds, and took therefrom a brace and bit. With this he bored through the door, entering the Troop Tailor Shop, from which place he stole thirty-five United States Army Colt Automatic revolvers, 45 calibre, valued at \$25.00 each. His whereabouts since that time have not been ascertained.

"There was a sergeant of the Old Troop still there (Et. Meyer) who states that he is morally certain that the Albany photograph is that of the former 'W' of Troop X, who committed the burglary and stole the revolvers. I would say that they are still anxious to apprehend this man."

"M. W." is still at large and is undoubtedly committing crimes at every opportunity.

An Example of the Wrong Application of Probation.

The known record of "L. C." is as follows:

12-9-16, Chicago, Ill., arrested as a suspicious person, with no record of disposition of the case.

3-22-18, New York City, arrested for grand larceny, arraigned before Judge —, who gave him a suspended sentence.

2-29-18, Newark, N. J., arrested for grand larceny, no record of court or disposition.

6-29-18 Philadelphia, Pa., arrested for larceny from person; no record of court or disposition.

In October, 1922, "L. C." was arrested and charged with grand larceny. The charge was reduced from grand larceny to disorderly conduct. As the identification files of the Magistrates Courts contain only the conviction in the Magistrates Courts in New York City, none of the above records were available at the time this person was placed on probation. The practice is for the probation officers in New York City to make an independent

search of the three identification bureaus in the Greater City. It was in this way that the probation officer found the above record in the files of the police department. In February, 1923, about four months after this person was placed on probation, he was again arrested in a different district of the city, charged with grand larceny. He was arraigned and allowed to take a plea of attempted grand larceny, *as a first offender*. If the record of this person were to be followed it would probably be found that he is often being arrested on serious charges, frequently released, and, if convicted is treated with the utmost leniency of the law.

A TYPE OF CRIMINAL RECORD THAT MIGHT BE ANALYZED AND STUDIED THROUGH A CENTRAL BUREAU OF CRIMINAL RECORDS, TO SUGGEST HOW FREQUENT OFFENDERS ARE ABLE TO EVADE THE LAW.

The known record of the arrests of "C. E." are as follows:

March 25, 17—Assault and robbery, New York City, Grand Jury, Dismissed 3-30-17, (Officer —, — Precinct).

April 21, 18—Assault and robbery, New York City, Judge —, — Reformatory, (Officer —, — Precinct, May 1, 1919).

June 6, 18—Grand Larceny, New York City—*No disposition*, (Officers —, — Div.).

February 25, 19—Robbery, New York City, Judge —. Dismissed May 17, 1919, (Officer —, — Precinct)—as E. C.

August 25-21—Assault and robbery, New York City. *No disposition*, (Officer —, Detective Div.).

Mar. 31-22—Grand Larceny, Hoboken, N. J. *No disposition*, (Officer —, — Dist.).

December 9, 22—Arrested for shooting a girl, A. S.—(Detective —)

The last heard of this man was that he was released on bail and awaiting trial—many months had passed but this person had not yet been tried.

If copies of the complaints in each instance of the above arrests had been sent to a central bureau and placed in a single folder of a numerical file bearing a serial number, corresponding to the serial number on the classified fingerprints in the fingerprint file, it would be possible to piece together the history of this criminal and to show how he was able to evade the law in each instance.

A CASE THAT SHOWS THE NEED FOR A CENTRAL BUREAU OF IDENTIFICATION IN NEW YORK TO COOPERATE WITH CITIES IN OTHER STATES.

In November "C. H." was arrested and charged with grand larceny and held for investigation. A search was requested in the police department and an official report was received "no record found from fingerprints." The prisoner was questioned and he admitted having had a little trouble in Philadelphia. A letter was sent to Philadelphia, and the following record was returned:

Petit Larceny, 6-26-01, Evansville, Ind. Petit Larceny, 7-2-01, 1 to 3 years, State Reformatory.
 1-17-16—Evansville, Ind., Larceny—4-1-16, 10 days.— Jail.
 1-24-16—Evansville, Ind. Petit Larceny 4-1-16—Fined \$10 and costs and 10 days.
 6-6-16—Canton, Ohio—Suspicion, 6-20-16—15 days workhouse—Escaped while being transferred.
 10-27-16—Dayton, Ohio—Suspicion and Loitering—10-30-16, fined \$50 and 30 days in workhouse.
 8-2-18—Phila., Pa.—Robbery—8-20-18, guilty, 5 years—County Prison, Judge —, 8-30-18, reconsidered and made 3 years and \$1000 fine.
 11-10-21—Philadelphia, Pa.—Larceny from person by picking pockets—11-10-21, held in \$1,200 bail for court, ignored by Grand Jury.
 8-28-22—St. Louis, Mo.—“Con” man, released by Chief of Detectives.

The past criminal record in this instance was disclosed by the initiative of the probation officer and the truthfulness of the prisoner. If the prisoner had not been willing to talk freely and the probation officer had not been skillful in questioning him, the man would have been treated as a first offender and, very likely, would have been placed on probation instead of being sentenced to State Prison.

An Example of an Instance Where a Judge of a County Court of New York City Would Have Been Justified in Granting Probation to a Supposedly First Offender Due to the Lack of a Past Criminal Record in New York City Because of the Absence of a Central Bureau of Identification.

“W. M. H.” thirty-six years old, was arraigned on the charge of grand larceny in the second degree for the theft of diamonds, jewelry, etc., from an apartment house in this city. None of the property was recovered. This person pleaded guilty the early part of January, 1924, and was held for investigation and turned over to a probation officer. The probation officer visited the bureaus of identification in New York City and received an official communication from the Police Bureau as follows: “No record found from fingerprints.” He then questioned the prisoner as to where he lived before and if he had ever served other sentences. It was found that the prisoner had been convicted and sentenced four times in Chicago, as follows:

1908, Chicago, Ill., Forgery, Joliet State Prison, 1 to 14 years, two charges.

1910, Chicago, Ill., Forgery, 5 years.

1916, Grand Larceny, Chicago, House of Correction.

1921, Grand Larceny, Chicago, House of Correction.

This shows the importance of having one central bureau in New York with State-wide jurisdiction to receive and send such identification data from and to other states.

* This is a true copy of the record but is not clear.

The History of the Development of Plans for the Consolidation of Criminal Records in the Greater City.

In 1914, during Mayor Mitchell's administration, Mr. John I. Cotter, Secretary to the Chief Justice of the Court of Special Sessions, and Mr. William Topping, who was assigned to the Bureau of Standards of the Board of Estimate and Apportionment by the Commissioner of Accounts, made an official investigation of the system of record keeping having to do with the police and criminal court activities in the Greater City and made recommendations for the compilation and recording of criminal records.

The report was submitted by the Bureau of Standards to the Mayor but no action was taken, and, unfortunately, this report, which would be very useful at the present time, has not yet been found in spite of diligent search.

In 1915, a study of criminal statistics in the Greater City was also made by Mr. Adolphus Ragan, who was then chief clerk of the Magistrate Courts. No action was taken on this matter, but from 1916 to the present time the annual reports of the Court of Special Sessions have made a strong plea for the need of a consolidation and coordination of criminal records.

An extract from the 1920 annual report of the Court of Special Sessions relating to this subject is as follows:

“The Chief Justice, who is the chief administrative officer of the court, is at all times advised as to the administrative features of the Court's work. It is most essential that he should be daily informed as to pending actions awaiting judicial determination in each County, for, with such information at hand, a proper control can be exercised of court calendars. In approximately fifty per cent of the cases, in which convictions are rendered, the records show that preliminary investigations are conducted by the Probation Department prior to the imposition of judgment. The necessity for such investigations lies in the fact that it is of the greatest importance that the court be informed as to whether the defendant involved has a previous criminal record. Attention has been directed in previous reports to the lack of centralization of police and penal records and that it is necessary for our probation officers to consult three separate and distinct record bureaus before it is possible to obtain the necessary information as to the criminal records in the case under investigation. A central bureau of records for recording all data not alone of court, police and penal institutions, but also of the City's social and welfare activities, should be established. Such a bureau would not only be an economy in time, but it is believed would be a means of saving a considerable amount of expense.”

The Close Relation Between the Proposed Central Bureau of Identification and Records and the Board of Elections of the City of New York.

The October, 1923, bulletin of the Chamber of Commerce of the State of New York, contained a report on registration by fingerprints, extracts of which are as follows:

“The Sub-Committee of the Executive Committee appointed to consider the question of registration of citizens and aliens by finger print in connection with various social problems now confronting the City, State and Nation, are convinced that this question must be considered

on a much broader basis than the obvious advantages arising in cases of criminal identification; for example, citizens, both male and female, are now required to register for election purposes if they are to avail themselves of the privilege of the franchise, which is the foundation of our democracy. It is a matter of common knowledge that one of the greatest abuses of this privilege arises through the so-called colonization of voters, and the voting of persons who are dead or have moved away, through the criminal registration by party henchmen."

A study was made by the Prison Association of New York of the lodging houses and homeless men of the Greater City in 1923. The results of this survey suggested the difficulties of the police in identifying persons, for the Board of Elections, by their signatures, addresses and the personal histories they choose to give when registering prior to voting.

There is no sharp dividing line between the cheap hotels, rooming and lodging houses and some of the boarding houses where transients are received. Under section 1 of the Sanitary Code of the Board of Health of the City of New York a lodging house is described as follows:

"Any house or building or portion thereof, in which persons are harbored, or received, or lodged, for hire for a single night, or for less than a week at one time, or any part of which is let for any person to sleep in, for any term less than a week."

Therefore, this section of the Sanitary Code does not cover the Mills Hotels, where it is said that about 75 per cent of the men keep their rooms for more than a week at a time. A study of the housing of the floating population of the City to be complete must really cover cheap hotels, lodging, boarding and rooming houses, because there is no law that adequately defines or separates them.

In Manhattan, for example, the Board of Health inspects eighty lodging houses with a total capacity of 13,997 beds, and in Brooklyn the Board of Health inspects twenty-eight lodging houses with a total capacity of 3,698 beds.

The inspections for the Board of Elections of the city of New York are carried on by the Police Department, as we all know. The law requires that the police make a canvass of the hotels, lodging, boarding and rooming houses and make a report to the Board of Elections. Twenty-nine days before the election the report must be returned to the proprietor. The Board of Elections sends out information sheets to those places listed by the police, asking for the number of eligible voters. The proprietor must fill out these sheets and affirm the accuracy of the data by an affidavit. A person who has been in a district 30 days, in the county 4 months, and in the state 1 year, can vote if he has been enrolled in the primaries. A person does not have to live in a lodging house regularly, but if he receives his mail there and claims it as his legal residence he can vote from that address. It is said that about 60 per cent of the lodgers in the cheap hotels, lodging, boarding and rooming houses are voters. According to information we received,

most of the lodging houses are below 14th Street and the boarding houses are above 14th street.

Before the Election Law was amended in 1922 the Board of Health had to make a detailed report to the Board of Elections. It is said that the report formerly made included the names of all lodgers, and a volume of other detail. Now the Board of Health restricts its work to sanitary inspections and reports of the lodging houses for the use of the department exclusively. The Board of Elections relies solely upon the police department for the information it receives.

A summary made by the Board of Elections of the city of New York in 1922 included the following:

County	Lodging Houses	Boarding Houses	Rooming Houses
New York	350	83	68
Kings	90	26	42
Bronx	47	1	2
Queens	131	0	16
Richmond	109	4	19
Total	727	114	147

It is obvious that with the many duties the police are called upon to perform they are unable to verify the identification of persons who registered for the purpose of voting. If fingerprints were required of all persons who registered, the proposed central bureau of identification and records would be able to verify each person registered and would provide the greatest possible control of voting with little difficulty and at the minimum cost.

If the imprint of the index finger of the right hand of each person were taken with his signature, both at the time of registration and voting, the possibility of votes being cast by illegal voters, substituting themselves for persons lawfully registered, would be eliminated. Anyone could detect differences in the configuration of the impression taken of the person registered by placing it next to and comparing it with the fingerprint of the voter.

Some of the Comments Received Relating to the Proposed Plan of the Prison Association of New York for a Consolidated Bureau of Identification and Records.

Hon. Edward J. McGoldrick, Justice of the Supreme Court of the State of New York communicated as follows:

"At a meeting of the Sub-Committee appointed by the Mayor to consider matters affecting the safeguarding of life and property, held at the City Hall on January 11, 1924, the ideas expressed in the plan submitted by the Prison Association of New York were endorsed.

"The one difficulty that presents itself, of course, is as to the best means by which to make it effective, and in this we all know we can count upon the cooperation of your Association."

Hon. Frederic A. Kernochan, Chief Justice of the Court of Special Sessions of the city of New York, has been strongly in favor of consolidating identification records in New York City for the last ten years.

Hon. William G. McAdoo, Chief Magistrate, city of New York, is strongly in favor of consolidating identification bureaus in the Greater City.

Hon. Frederick A. Wallis, Commissioner of Correction, formerly Deputy Police Commissioner of New York City, is a strong advocate of fingerprints and the consolidation of identification and statistical records in New York City.

Commissioner of Police of New York City, Richard Enright, has been a strong advocate of a National Police Bureau of Identification and has promoted plans for this bureau through the National Police Conference for the last three years.

Deputy Commissioner of Police, Dr. Carlton Simon, who has developed a separate police bureau of national scope for the identification of narcotic users and sellers, is in favor of centralizing criminal identification and criminal records.

Hon. W. Bruce Cobb, City Magistrate, wrote as follows:

"I have read your letter of the 22nd inst. as well as the very convincing and thorough exposition that accompanied it both relative to your proposal to consolidate into a central bureau of identification the multifarious agencies that carry on the work of criminal identification and statistics within the City.

"I cannot too highly endorse this much needed reform which is imperative if we are ever to deal adequately with criminals and crime. Over eight years close observation of delinquents from felons down to traffic violators has convinced me that in the work of sentencing and probation the judges are to a large extent groping in the dark. I see nothing shocking in fingerprinting all persons before conviction if charged with a serious offense. Indeed, I hope to see the time when public opinion will sanction fingerprinting simply as an identifying fact carrying no more stigma than giving one's name so that it may be used to all offenses wherein one's record may be of moment."

The opinion of Hon. H. Stanley Renaud, City Magistrate, was as follows:

"I cannot too highly endorse this much needed reform which seems to me imperative if we ever deal adequately with criminals and crime. My experience in the Attorney-General's office and former District Attorney, has convinced me that the work of sentencing and in probation the Judges are deprived of the valuable information that might be presented to the Court if we had a bureau such as you propose. I see nothing whatever shocking in fingerprinting all persons before conviction if charged with a serious offense and I really hope to see the time when public opinion will sanction fingerprinting as a means of identification and that it will carry no more stigma than giving one's name."

Mr. Arthur Woods, former Police Commissioner of New York City, wrote as follows:

"My feeling is that such a bureau should not be administered by the courts, or the Department of Correction, principally for the reason that this would mean people could not be properly recorded until after conviction.

"A disadvantage would be, however, the stigma which such recording by the police might be supposed to leave on those who had not been convicted of crime. Proper records, of course, are a safeguard to the innocent, yet this is not generally realized.

"In view of this, in case the thing could be worked up properly, it might be best to have an absolutely independent bureau, but only on such conditions as would make it possible for finger printing and recording to be widely done, and for the police to have free access to the records."

The endorsement of the proposed plan sent by the Merchants' Association of New York to the Board of Estimate and Apportionment on December 17, 1923, was as follows:

"There is pending before the Committee of the Whole of the Board of Estimate and Apportionment (126, Calendar of November 2, 1923) a proposal made by the Prison Association of New York for the establishment of a consolidated Identification Bureau in this city.

"Through its Committee on Reduction of Crime, the Merchants' Association of New York has carefully considered this matter, particularly with respect to the value and utility of such a Consolidated Identification Bureau to the police, prosecuting officials, and the Courts.

"It is the opinion of this Association that the consolidation of identification records into one bureau, along the lines proposed by the Prison Association, would materially aid the Police Department in its work of crime prevention and detection, and it would make available to prosecuting attorneys and the courts, more complete information than is obtainable under present practices as to previous records of persons charged with crime; also, that through the records maintained in such a Bureau, the work of probation and parole officers would be greatly facilitated, as there would be immediately available complete information concerning such remedial measures as had been tried in the cases of individuals concerning whom records are maintained.

"The Merchants' Association of New York, therefore, desires to record with your Board its endorsement of the proposal to establish a Consolidated Identification Bureau and earnestly to urge favorable action thereon."

The Board of Directors of the Fifth Avenue Association, through the general manager, William J. Pedrick, endorsed the proposed plan of the Prison Association to consolidate the various bureaus.

The attorney for the Hotel Association of New York City, Mr. Frank A. K. Boland, stated as follows:

"You may rest assured that we will heartily cooperate with you in this matter. I have read your data over very carefully and am personally in sympathy with the movement. If we can help you in any definite way, kindly advise."

Mr. Fred Whitin, of the Committee of Fourteen, endorsed the proposed central bureau.

Mr. Adolphus Ragan, now chief clerk of the Children's Court, formerly chief clerk of the Magistrates Court of New York City, endorsed this plan, his opinions were of value because he made thorough independent investigations of the duplication of statistics in New York City in 1915.

Harry B. Emery, Esq., Superintendent of the Bureau of Identification, Lockport, N. Y., strongly endorsed this plan; his opinion is of value as an employee of a police department upstate, near Buffalo.

Mr. H. M. Pollock, Statistician of the State Hospital Commission, who is an authority on criminal statistics and who delivered an address on this subject at the 1922 annual meeting of the Institute of Criminal Law and Criminology, made the following statement:

"Your plan for this bureau, I think, is very excellent and I hope you may enlist support enough to secure its adoption."

Mr. Bertram deN Cruger, chairman of the Parole Commission, New York City, made the following comment:

"I looked over your recommendations regarding a bureau for consolidating identification, information and investigation records of New York State to cooperate with the Federal Bureau. I am thoroughly in accord with the plan you suggest, and will be glad to talk to you at any time, and would also be glad to be recorded as being very much in its favor."

A communication was received from Mr. William J. Peck, general manager of the Fifth Avenue Association, reporting that after a discussion of the proposed plan, the Board of Directors of his association, on January 9, 1924, gave their endorsement.

California State Bureau of Criminal Identification and Investigation, C. S. Morrill, superintendent, stated as follows:

"I am very pleased to know that you have made a move in the right direction to consolidate your present bureaus of identification. . . . The establishing of such a central clearing house will not only facilitate cooperation between California and New York, but will place you in closer touch with every police officer in North America."

Mr. C. L. Enos, Superintendent of the State Bureau of Criminal Identification, Colorado, sent an endorsement of this plan stating how the City and State of New York would benefit by it, and how closer cooperation between New York and Colorado would be made possible.

State Bureau of Identification, State of Washington, A. M. Johnson, Chief, wrote:

"In 1917 this Bureau was established by resolutions passed by the Washington State Sheriff's Association. . . . My personal opinion is that every State in the Union should have a central bureau for receiving prints and all other criminal records for classification and filing for the benefit of all concerned. The prevalence of a large number of smaller bureaus in a State tends to disintegrate the system and render its application cumbersome and ineffective. Smaller bureaus should never act independently of the other. This applies to sending out circulars, in locating fugitives from justice; persons who have disappeared while out on probation or parole violators; in short a central bureau will act as a clearing house for all criminal records and when a person is wanted and registered as so in such a bureau, the chances of his apprehension is far greater than when listed in one of many smaller bureaus."

"I trust that you may be able to establish a central bureau within your State and my best wishes go with you in this work."

Mr. R. C. Hill, agent, Identification of Criminals for the State Department of Correction, Massachusetts, wrote a strong endorsement of this proposed plan, which included the following:

"I would say for the best advantage of all concerned a separate bureau like that maintained in California would be the best for public protection. The state bureau there keeps a register of stolen automobiles, stolen property or pawned jewelry, and has on file a modus operandi system of classification of criminals. Such a bureau if established in your state would soon pay for its operation."

"Should you be successful in establishing a bureau in your state, we would be glad to cooperate in the apprehension of some of your parole violators."

Mr. J. C. Caviston, secretary of the American Railway Association, which represents 201 railroads covering 210,000 miles of tracks throughout the United States, submitted a letter expressing the unanimous approval of the Committee of Direction of this Association.

Mr. Charles M. Baldwin, president, Grand Jurors Association of New York County, stated that he was strongly in favor of this proposed bureau.

Mr. J. D. Reosa, Chief of Police in New York City for the New York Central Railroad, endorsed this plan.

Mr. George Spencer, Chief of Police in New York City for the Pennsylvania Railroad, expressed himself as personally in favor of this proposed bureau.

Mr. D. E. Rieher, inspector of the American Express Company, New York City, gave his personal verbal endorsement of this proposed plan.

Mr. Fred Helbing, chief parole officer, House of Refuge, Randall's Island, strongly endorsed the establishment of this proposed bureau, his endorsement is based upon the practical experiences and difficulties of a parole officer in searching for complete records.

Mr. H. F. Woods, Secretary of the Forgery Prevention Bureau, New York City, stated:

"I believe that any move that will consolidate the information which should be available concerning our penal institutions will be a most desirable one."

Miss Ruth Topping, field secretary, Bureau of Social Hygiene, New York City, strongly endorsed this plan, her practical experience and difficulties in searching for complete records of persons who have previously been on probation was the basis for her endorsement.

Miss Clara L. Parsons, chief of the Bureau of Identification, Albany, N. Y., wrote:

"One of the most important steps is proper legislation requiring that all persons under arrest must be fingerprinted; these fingerprints together with complete social and criminal history, to be forwarded to a CENTRAL BUREAU of identification for final filing and future reference."

"The New York City Police Department's records do not always have a complete record. This is so often true of men who are not residents of New York City or immediate vicinity. To obtain the necessary compilation of an individual's past history, it requires the strictest cooperation of police and court officials, probation officers and the Central Bureau of Identification. Until this is accomplished there will always be the same amount of work now attendant to secure any criminal history."

Gerhard Kuhne, chief of the Bureau of Identification, Department of Correction, one of the best informed fingerprint experts in New York City, is strongly in favor of the consolidation of the three bureaus of identification with the bureaus of statistics, missing persons, lost and stolen property and narcotic addicts.

Alfred Hart, supervisor of the Identification Bureau of the Magistrates' Court of New York City, is strongly in favor of consolidating the three central bureaus of identification now existing, but he feels strongly that the consolidated central bureau should not be under the control of any one existing city department.

Opinions Expressed by the American Bar Association and Extracts from "Criminal Justice in Cleveland" Suggesting the Importance of a Central Bureau of Identification and Records for Probation and Parole.

Extracts from the published report, for 1922, of the American Bar Association:

"Findings—First we find that the parole and probation laws, as administered, very generally fail to accomplish the purposes for which the laws were designed and weaken the administration of justice. We recommend that first offenders, and first offenders only, should be eligible for probation. It is unquestionably true that in substantially all of the cases, no matter what the crime nor how hardened the criminal, the boards of parole, with little, if any, discrimination, have released the prisoner at the end of the minimum of sentence. We recommend that the indeterminate sentence law be amended to be used for first offenders only and that no probation or parole should be permitted for those guilty of homicide, burglary, rape or highway robbery."

Extracts from "Criminal Justice in Cleveland":

"A CENTRAL BUREAU OF INFORMATION.

"The probation department should establish as part of its work a central bureau of information respecting persons charged with crime, containing the court records of offenders, together with all essential data relating to family, environment, physical and mental condition, etc. Such a record would aid the department in its treatment of offenders, and put it in a position to advise the court fully before disposition is made. In addition, valuable statistics would be collected to warn the people of Cleveland in time to forestall another breakdown. "The idea of such a central bureau has recently been gaining ground in Cleveland. The so-called "Day Bill," enacted into law this spring (G. C., sections 13523, 13524, 13529, 13550), establishing the office of Bond Commissioner, imposes on the new office the consolidation of criminal

records to be made up and transmitted by the municipal and county clerks. The educational value of this legislative beginning is considerable, and it should not be difficult, now, to transfer this duty, together with other collateral responsibilities, to the probation department when established. At a meeting of the Cleveland Bar Association May 7, 1921, the establishment of an advisory board of criminal prevention was recommended, to aid in the meting out of sentences, discharges, and paroles. Although the concrete measure suggested may not be the one best adapted to accomplish the purpose sought, this resolution places the Bar Association on record as recognizing a great need."

In the May Bulletin of the Chamber of Commerce of the State of New York, it was mentioned that the following resolutions were passed:

"Resolved, That the Federal Government should under a Federal statute establish and maintain a national bureau where the history of criminals in the form of court records, finger prints and otherwise, shall be assembled, and from which every municipality and State in the United States can speedily obtain whatever information of that sort it may desire."

"Resolved, That the Executive Committee be and it is hereby empowered and directed to take such action, on our behalf, as it may deem necessary to make the foregoing resolutions effective."

In the October Bulletin of the Chamber of Commerce the Executive Committee adopted a resolution approving the report of their sub-committee on registration which favored any movement of the Federal or other public authorities having as its objects the promotion of a plan for general registration and fingerprinting of all citizens and aliens, along the same lines as in France.

CHAPTER VII

DEPARTMENT OF CORRECTION, CITY OF NEW YORK

It is now twenty-seven years since the Department of Correction was established as a separate department, as prior to 1896 it was a part of the Department of Public Charities.

Hon. Frederick A. Wallis is now Commissioner of Correction. He was appointed on January 1, 1923, by Mayor Hylan.

The institutions of the department include three city prisons in the Boroughs of Manhattan, Brooklyn and Queens, eight district prisons, Traffic Detention room and House of Detention for Material Witnesses in Manhattan, New York County Penitentiary and Workhouse for Males and Correction Hospital for Females on Welfare Island, Municipal Farms on Rikers Island, Reformatory Prison, Harts Island, New York City Reformatory, New Hampton Farms, and institutions at Warwick Farms and Grey-court, Orange county.

All criminal prisoners in New York, Kings and Queens counties are received under the jurisdiction of the department, but in Bronx and Richmond counties criminal prisoners are handled by the sheriff in conjunction with civil prisoners.

The total budget of the department in 1923 was \$2,278,882, of which \$1,324,421 was for personal service.

In the 1924 budget there is included an additional allowance of \$24,000 provided that the commissioner is able to use it for the installation of the eight-hour day for the keepers and matrons of the department.

During the past year Commissioner Wallis has made definite plans for installing the eight-hour day for keepers and matrons, reorganized the Tombs and Jefferson Market prisons by consolidating the male and female prisoners; he has made definite plans to open Greycourt for women prisoners in January, 1924; he has reopened the proposal to construct a new penitentiary, and has made plans and requested appropriations for other needed construction in the department; he has authorized the expenditure of about \$10,000 from the Commissary fund for the establishment of a wood-turning class in New Hampton Farms and an electrical school for the penitentiary and for radio installations at Rikers and Harts Island; he has appointed a special committee to consider the abolishment of some and the consolidation of other institutions in the department, and the coordination of activities between the police, magistrates and sheriffs, with those of the Department of Correction, where they overlap.

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Total Number of Prisoners Received Directly From the Courts by the Department of Correction

	Male	Female
1921	40,860	3,924
1922	46,215	5,399
1923	44,499	5,707

NOTE: There was a decrease of 1716 males and an increase of 308 females in 1923 compared to 1922.

The Total, Average, Daily Census of the Department of Correction of New York City for the Last Three Calendar Years.

	Male	Female
1921	3405	327
1922	3811	408
1923	3407	413

NOTE: The above census is distributed in 13 institutions, five of the so-called District Prisons and the Traffic Detention in Manhattan, where prisoners are only kept temporarily, are not counted as prisons.

Department of Correction

Total number of prisoners received from the courts in the three City Prisons and the three District Prisons—the only District Prisons where prisoners are kept overnight.

				Average Daily		Daily Per
				Census for	Costs	
				1922	for 1922	
			Male	Female		
(a)	2nd District Prison	1921	2931	2068	25	8
	6th Ave. & 10th St.	1922	2776	2570	34	17
	Manhattan	1923	2718	2874	23	35
					(b)	\$2.28
	5th District Prison	1921	1875	132	37	..
	170 E. 121st St.	1922	1946	196	36	..
	(Harlem)	1923	2216	238	41	..
					(c)	\$2.28
	7th District Prison	1921	5599	193	37	..
	317 W. 53rd St.	1922	7019	240	45	..
	Manhattan	1923	6882	234	49	..
					(d)	\$2.28
(e)	City Prison	1921	6425	369	515	30
	Manhattan	1922	6396	384	479	34
	(The Tombs)	1923	5597	367	448	20
						\$1.28
	City Prison	1921	9719	870	295	22
	Brooklyn	1922	11906	963	282	31
	(Raymond St. Jail)	1923	12065	1080	285	35
						\$1.26
(f)	City Prison	1921	1466	87	76	2
	Queens	1922	1713	78	70	0
		1923	1724	77	74	0
						\$2.12

NOTE: (a) All men were transferred from the Second District Prison to the Tombs on September 7, 1923, but as this change took place towards the close of year the male census was carried out for the full year.

The Second District Prison is really the Women's City Prison for Manhattan, as all women prisoners in Manhattan are transferred to this prison for food and lodging if they are held for examination, remanded for trial or sentence. This prison also serves the Bronx, as all women charged with

prostitution or shop-lifting, and female wayward minors, are transferred to it for food and lodging from the Bronx courts,—the other women prisoners are kept in the Bronx County Jail which is under the jurisdiction of the sheriff.

(b) (c) (d) The daily per capita costs of maintaining prisoners are combined for the eight District Prisons, the Traffic Detention Room and the House of Detention for Material Witnesses, all of which are in Manhattan.

(e) All women were transferred from the Tombs to the Second District Prison on September 7, 1923, but all women originally held in the Tombs were carried on the census of the Tombs for the remainder of 1923.

(f) Although there are seventy-two cells for women in the female section of the Queens City Prison, no women were kept there during 1922. In September, 1923, the women's section of this prison was re-opened and a few women were transferred, with three matrons, from Correction Hospital to this prison. The average daily census is carried out for the entire year of 1923 to simplify the statistics.

The Total Number of Prisoners Received Directly From the Courts in the Traffic Detention Room and Those District Prisons Where Prisoners Are Only Held Temporarily During the Sessions of the Court.

Total Number of Prisoners Received	Average Daily Census for Calendar Year 1923		Daily Per Capita Costs for 1922		
	Male	Female	Male	Female	
(a) 3rd District Prison	1921 3680	200	(b)	(c)	
Essex Market- 2nd Ave. & 2nd St. Manhattan	1922 3509	230			
	1923 3316	219			
(d) 4th District Prison	1921 3946	236	(b)	(c)	
153 E. 57th St. Manhattan	1922 3272	290			
	1923 2341	261			
(e) 6th District Prison	1921 578	32	(b)	(c)	
Brook Ave. & 162nd St., Bronx	1922 623	94			
	1923 693	57			
(f) 8th District Prison	1921 424	1	(b)	(c)	
1014 E. 181st St. Bronx	1922 368	13			
	1923 366	8			
(g) 12th District Prison	1921 190	..	(b)	(c)	
1130 St. Nicholas Ave., Manhattan	1922 275	..			
	1923 211	..			
(h) Traffic Detention	1921 2319	..			
301 Mott Street, Manhattan	1922 3581	3			
	1923 3584	10			

NOTE: (a) All prisoners remanded for further examination or trial, and those sentenced, are transferred to the city prison, Manhattan.

(b) No average daily census is given for this group of prisons, as prisoners are only held temporarily.

(c) The average daily per capita cost is \$2.28, which includes eight district prisons, traffic detention and house of detention for material witnesses.

(d) All prisoners remanded for trial or sentence are transferred to the Seventh District Prison for food and lodging.

(e) Prisoners under the jurisdiction of the Department of Correction, who are remanded or sentenced, are transferred to the Fifth District Prison

for food and lodging. Those prisoners held for Special Sessions, or for the Grand Jury, and for certain other offenses, are transferred to the Bronx County Jail for food and lodging.

(f) The same as (e). Prisoners charged with certain offenses are transferred to the Fifth District Prison and others to the Bronx County Jail for food and lodging.

(g) All prisoners who are remanded for examination or trial, or sentence are transferred to the Fifth District Prison for food and lodging.

(h) Prisoners held in this Detention Room are received from the adjoining Homicide and Traffic Courts and, if held, are transferred to the city prison, Manhattan, for food and lodging.

House of Detention for Male Material Witnesses, 125 Worth Street

Total Number of Prisoners Received	Average Daily Census for Calendar Year 1923	Daily Per Capita Costs for 1922
1921—89	12	\$5.69
1922—62	9	
1923—62	7	

NOTE: Transferred from the Police Department to the jurisdiction of the Department of Correction in 1916. It is the only institution of its kind we know of. The above high per capita cost which does not include light, heat, power and rental, was not warranted. In the other counties of the State material witnesses are kept with the civil prisoners.

Institutions of the Department of Correction where prisoners are sent to serve their sentences.

	Total Number of Prisoners Received		Average Daily Census		Daily Per Capita Costs for 1922
	Male	Female	Male	Female	
(a) Workhouse-Female	1921	1114			
	1922	1625			
	1923	1461	1921	253	\$1.55
Penitentiary	1921	66	1922	326	
	1922	96	1923	317	
	1923	48			
(b) Workhouse	1921	5549			
	1922	5901	1921	947	\$.85
	1923	5976	1922	1310	
Penitentiary	1921	1675	1923	1082	
	1922	1655			
	1923	1921			
Municipal Farms	1921	2198	1921	372	\$1.07
	1922	1898	1922	401	
	1923	1530	1923	325	
Reformatory Prison, Harts Island	1921	1696	1921	793	\$.94
	1922	1592	1922	838	
	1923	1672	1923	818	
(c) N. Y. City Reform- atory—New Hampton Farms	1921	385	1921	276	\$2.57
	1922	362	1922	264	
	1923	295	1923	224	
Greycourt and Warwick Farms.					

NOTE: (a) The Female Workhouse and Penitentiary are combined and known together as Correction Hospital. The daily per capita cost is for Correction Hospital. In September a few prisoners were transferred to Queens City Prison. In the early part of 1924, Greycourt was opened for women and twenty-one women and three matrons were transferred from Correction Hospital. Eighteen women were assigned from Correction Hospital to the Second District Prison as "help."

(b) The Male Penitentiary and Workhouse for New York county are in one institution on Welfare Island, commonly called the penitentiary. The daily average census and per capita costs includes both workhouse and penitentiary prisoners. This institution is the male clearing house for the Department of Correction. All male prisoners sent to the institutions on Rikers and Harts Islands, New Hampton Farms, Greycourt and Warwick Farms, are first received in the penitentiary and are included in the total number of prisoners received at the penitentiary. The Workhouse "help" assigned to the three city prisons and the district prisons are transferred from the penitentiary.

(c) During 1923 both Greycourt and Warwick Farms were operated as subsidiary institutions to the New York City Reformatory. The total number of prisoners received, the average daily census and the daily per capita cost for the New York City Reformatory also covers Greycourt and Warwick Farms. An average of about twelve prisoners were assigned to Greycourt and about twenty prisoners to Warwick Farms from the New York City Reformatory for maintenance work in 1923.

A STUDY AND PLAN FOR CONSOLIDATING AND CENTRALIZING THE CONTROL AND CUSTODY OF PRISONERS IN THE CITY OF NEW YORK, ESPECIALLY THOSE HELD IN CRIMINAL PROCESS BEFORE CONVICTION, AND OF CIVIL PRISONERS, AS SUBMITTED TO THE BOARD OF ESTIMATE AND APPOINTMENT BY THE PRISON ASSOCIATION OF NEW YORK UNDER DATE OF DECEMBER 26, 1923.

In order to understand the detention and custody of criminal and civil prisoners in the Greater City it is necessary to consider each county separately.

Although there is a Police Department which costs the city over \$32,000,000 a year, and a Department of Correction which expends about \$2,225,000 yearly, there is in addition \$225,000 allowed to the sheriffs of the five counties for the care and custody of prisoners.

According to the police report for 1921 there were 272,751 arrests made and summonses served—this was probably for the calendar year but will serve as a basis of comparison. During the fiscal year ending June 30, 1922, there was a total of 59,670 prisoners admitted to institutions of the Department of Correction, and during the same fiscal year there were only 3,272 prisoners admitted to the five sheriffs' jails in the Greater City.

Further there should be considered two groups of jails, prisons and detention places as follows:

1. *Those lock-ups, detention places and institutions that handle prisoners held under criminal process but who are not yet convicted and sentenced, together with those institutions that receive prisoners held under civil process.*

2. *Those institutions where prisoners are sent to serve their sentences.*

Under the first group are the following:

- A. Police lock-ups, City Prisons of Manhattan, Kings and Queens, which are under the jurisdiction of the Department of Correction.
- B. The eight District Prisons and the Traffic Detention in Manhattan, which are under the Department of Correction.
- C. The House of Detention for Material Witnesses under the Department of Correction.
- D. The Sheriffs jails in Bronx and Richmond Counties, which receive both criminal and civil prisoners, and the Sheriffs jails of New York, Kings and Queens Counties which receive civil prisoners only.

NOTE: The exceptions in this group are prisoners who are sentenced to less than 10 days and those whose commitments specifically designate a City Prison or a county jail where the sentence is to be served.

The other group of institutions which are situated on Islands in the East River and Long Island Sound and in the outlying counties, where prisoners are sent to serve their sentences, as follows:

- A. The male penitentiary and workhouse at the south end of Welfare Island, which serves as a clearing house, classification center and general hospital for male prisoners committed to the Department of Correction.
- B. Correction Hospital, at the north end of Welfare Island, the combined workhouse, penitentiary and hospital for female prisoners in the department.
- C. Municipal Farms, Rikers Island, where drug addicts are treated, both under sentence and if self-committed, with a history of previous cures or crime.
- D. Reformatory Prison, Harts Island, where there are the manufacturing industries of the Department, the pavilion for prisoners with tuberculosis and special barracks for old and crippled prisoners, and Potters Field for burying the destitute dead of the city.
- E. New York City Reformatory and New Hampton Farms, in Orange county, for young male misdemeanants.
- F. Warwick Farms and Greycourt, in Orange county, both operated as honor camps of the New York City Reformatory,—Greycourt is completed and will probably be opened in the near future for selected female Workhouse prisoners, if present plans are followed.

The purpose of the above classification is to show that overlapping and duplication is practically limited to the first group. At the same time there is urgent need for many additional keepers and matrons with a knowledge of skilled trades in the institutions of the second group where prisoners are sent to serve their

sentences. There is not only a lack of personnel for instruction purposes in the institution of this group, but the custodial force are now on duty from eleven to twelve hours a day and must spend from one to two hours daily enroute between their homes and these institutions. In the Reformatory Prison, Harts Island, the keepers are not only on duty about twelve hours a day, but must remain in the institution, away from their families, six nights a week.

By abolishing, consolidating and coordinating the detention places and jails in the first group, there ought to be made available sufficient personnel to meet the urgent need now existing in the institutions of the second group.

In the first group, owing to the sharp county lines still observed, there are seven separate jurisdictions, seven separate administrative staffs, seven separate groups of personnel, five of which are appointed by sheriffs. The lack of coordination between the Police Department, the Department of Correction and the Magistrates courts is also responsible for considerable duplication. The transfer and transportation of prisoners to and from the detention places and institutions in this group are handled by police vans, vans of the Department of Correction and separate van services of the sheriffs of New York, Bronx and Richmond counties. Recently the sheriffs have requested the Board of Estimate and Apportionment to allow additional appropriations for their vans. Prisoners committed to Sing Sing from the different counties of the Greater City are transported independently by the sheriffs' employees of each county.

In further consideration of the first group it should be understood that of the eight district prisons in Manhattan and the Bronx only three of them are really prisons, namely, the second, fifth and seventh, better known as Jefferson Market, 53d street and Harlem district prisons. They are the only ones where food and overnight detention are provided. The Jefferson Market Prison now receives females exclusively, and should be thought of as the Women's Prison for Manhattan and the Bronx. The 53d street and Harlem district prisons function largely as adjuncts to the Tombs Prison for Manhattan and the Bronx, but only for prisoners held for arraignment or commitment by the Magistrates Courts. In the Tombs most of the prisoners held are for the courts of General and Special Sessions.

The third, fourth, sixth, eighth and twelfth district prisons consist of groups of detention cells, under keepers and matrons of the Department of Correction, apart from the pens, or detention cells, under control of the Magistrates Court attendants. In other words, prisoners received from van drivers in the third, fourth, sixth, eighth and twelfth District Courts must be duly received and receipted for twice, instead of once as in Brooklyn and the other boroughs. This system of duplication is so deeply rooted in Manhattan that in Jefferson Market, even though male prisoners have been transferred from this prison to the Tombs, a

special detention room for males, under keepers, is maintained, in addition to the four large detention pens in the second District Court, which are more than ample and are controlled entirely by the captain and four court attendants.

An example of the hair-splitting division of the jurisdiction in the handling of prisoners in the Greater City is in the so-called sixth and eighth district prisons, which are both in the Bronx and adjoin the sixth and eighth District Courts, where keepers and matrons from the Department of Correction are assigned to assist the court attendants in safeguarding prisoners until they are called for by the vans to be taken away to regular prisons that provide food and lodging. There are two transportation services that cover these two courts and so-called prisons. A prisoner charged with cruelty to animals and offenses under the Sanitary Code, if he is held for the Grand Jury, or is tried by a Magistrate sitting in the Court of Special Sessions, is transported in a van belonging to the sheriff of Bronx county. Another prisoner who is fined for speeding, held for disorderly conduct, or sentenced to the Workhouse, is transported by a van of the Department of Correction.

It has been said that the duties of court attendants do not make them responsible for the custody of prisoners, but who is to have charge of prisoners while they are being arraigned if not court attendants? The last notice of examination published by the Civil Service Commission for court attendants of the second grade outlined their duties as follows: "to maintain order in the court rooms, to keep in custody persons awaiting trial, and to assist justices and clerks of the court in routine clerical work and procedure." It has been said that in the Magistrates Courts of Manhattan and the Bronx more court attendants would be needed if the keepers were taken away, although, according to the chief clerk of the Magistrates Courts, the distribution of court attendants in October was as follows:

Boroughs	Number of court attendants assigned	Number of courts
Manhattan	68	14
Bronx	11	3
Brooklyn	50	12
Queens	11	5
Richmond	5	2

In proposing the elimination of matrons from these five so-called district prisons it is necessary to consider the procedure followed in the Magistrates Courts, Courts of Special Sessions and County Courts in Brooklyn and the other boroughs, and in the Courts of Special and General Sessions in Manhattan. Of course, it is both desirable and necessary for judges to be able to call upon the services of a qualified woman employee to take care of female prisoners who become hysterical or ill while they are being

arraigned. It is only in the Magistrates Courts in Manhattan that matrons are regularly assigned. In the Courts of Special and General Sessions, as long as women were kept in the Tombs and matrons were assigned there, it was possible for a matron to be sent for when her services were needed, but at present it is necessary to call upon a woman probation officer, or the janitress, when an emergency arises. It is said that in all the courts in the other boroughs women probation officers meet this need, but they should not be called upon to function in this way.

It is said that there are three policewomen assigned as matrons on eight-hour shifts to one police precinct station in every police district throughout the Greater City. In Manhattan and the Bronx, for example, the information received was that policewomen are assigned as matrons in the following six precinct stations:

- The 13th Precinct at 118 Clinton street.
- The 14th Precinct at 135 Charles street.
- The 23d Precinct at 138 W. 30th street.
- The 31st Precinct at 153 E. 67th street.
- The 31st Precinct at 229 W. 123rd street.
- The 46th Precinct at 160th st. and 3rd Ave., Bronx.

Of course, this suggests that the services of policewomen, assigned as matrons throughout the Greater City, might be made available for the Courts when necessary, but it is said that police jurisdiction ceases once a prisoner is arraigned. For example, there is the fourteenth Precinct Police Station at 135 Charles street, which is very close to Jefferson Market Prison, where it is said there are policewomen assigned as matrons. On the other hand, the jurisdiction of the Department of Correction does not begin until after the prisoner is arraigned so that there is already an overlapping in these jurisdictions which definitely sets a precedent.

In Jefferson Market Prison in 1922 over 1700 female prisoners were received before they were arraigned, or, in other words, while they were still under police jurisdiction. In the police stations there are no arrangements made for feeding prisoners, so that they are brought from all parts of Manhattan and the Bronx to Jefferson Market by the police before arraignment and returned to the courts having jurisdiction. The matrons of the Department of Correction have no power to search them or admit them to bail.

There are only two female court attendants in the Greater City, one assigned to the Family Court and the other to the Women's Court in Manhattan. It would hardly be necessary to appoint additional female court attendants to cover all the courts, nor would it be possible to assign matrons from the Department of Correction to all the courts. With the urgent need for additional matrons in Correction Hospital there are certainly no additional matrons available for assignment to the courts, and instead of the matrons of the Department of Correction being assigned to handle female

prisoners during their arraignment in the Magistrates Courts of Manhattan and the Bronx, they should be withdrawn and assigned to the duties of handling female prisoners after commitment to Correction Hospital. The emergency duties of handling women in the courts during their arraignment seems to be more in line with the duties of policewomen now assigned as matrons. If a plan could be worked out whereby they could fulfill these functions, not only could matrons now assigned to the District Prisons in Manhattan and the Bronx be transferred, but the female prisoners in the other courts of the Greater City could receive the care they are entitled to, when hysterical or ill.

The House of Detention for Material Witnesses is the only institution of its kind in the United States, so far as we know. It occupies the entire top floor of 125 Worth street. The floor space is at least ten times as large as needed and it is so poorly arranged that the workhouse "help" assigned to keep the place clean, cannot be prevented from commingling with the witnesses.

There was a total of only 63 material witnesses committed to the House of Detention in 1922. This institution serves exclusively for material witnesses in New York County, but not all witnesses committed in Manhattan are sent here, as it is, of course, necessary to keep them separated in some instances. For example, the records of the District Attorney's office of New York County showed that there were seventy-nine witnesses committed, or seventeen more than were received in the House of Detention.

The jurisdiction over the House of Detention was transferred from the Police Department to the Department of Correction under Section 695 of Chapter 492 of the laws of 1916. *In the other counties of the State witnesses or persons who are required in an undertaking to appear or testify, if unable to supply sureties, or refuse compliance with the order for that purpose, are committed to a common prison under section 218 of chapter 7 of the Criminal Procedure,—of course, the law specifies that they must be kept separate from other prisoners.*

The cost of the House of Detention for salaries, food, supplies and telephone in 1922 was \$12,466. The average daily census in the same year was six witnesses. Therefore, the daily per capita cost, exclusive of light, heat, power and rental, was \$5.69 for each inmate held. This cost does not include the \$6,983 paid in 1922 to seventy-one material witnesses, or an average of \$96.35 wages paid to each witness.

The New York County Jail, commonly called the Ludlow Street Jail, is located at 70 Ludlow street. It is under the jurisdiction of the sheriff of New York County. Only civil prisoners are kept in this jail. Prisoners held under criminal process were transferred from the County Jail of New York county to the city prison, Manhattan, the Tombs, by a resolution adopted by the Sinking Fund Commissioners on June 14, 1904, under section 205 of the amended Greater New York charter. Prisoners charged with crime by the United States Government, United States officers and

courts, were transferred from the New York County Jail to the city prison, Manhattan, commonly known as the Tombs, which became the common jail of New York county, by resolution adopted by the Sinking Fund Commissioners on August 25, 1904, pursuant to section 205 of the amended Greater New York charter.

The Ludlow Street Jail is a large old prison with fifty-two cells, nineteen of which are unusually large. *It requires a total of twenty-two employees to operate it and costs the city over \$45,000 a year. A total of only five hundred and forty-five prisoners were received in 1922 and the average daily census for this period was only eighteen prisoners.* More than one-fourth of the prisoners committed to the Ludlow Street Jail in 1922 were national guardsmen. There are practically only four types of prisoners committed to the Ludlow Street Jail: prisoners for order of arrest, contempt, alimony and body execution.

If the Ludlow Street Jail were abolished the prisoners of the sheriff of New York county could be taken care of at one-third the present cost, thereby saving about \$30,000 yearly the total budget allowed to the sheriff of New York county would still be over \$200,000 after this proposed saving was effected.

It is interesting to note that the total budget allowed the sheriff of New York county in 1923 was \$239,430, and of this amount \$191,664, or 84 per cent of the total, was for personal service. The sheriff has his own cooks, prison helpers, laundress, engineers, physician, and nine guards and a prison van are assigned to the Tombs for nothing more than to transfer prisoners of the sheriff, which, of course, is largely a duplication of the functions performed by the Department of Correction. The duties of the nine prison guards and the van assigned by the sheriff of New York County to the Tombs consist mostly of transferring prisoners between the Tombs and the Criminal Courts building, and the county penitentiary, Welfare Island, and to Sing Sing Prison at Ossining. The custodial force of the sheriff assigned to the Tombs is separate from the sheriff's personnel in the Ludlow Street Jail. Prisoners who are arraigned in the Criminal Courts building are delivered by the prison keeper to the sheriff's guard, the sheriff's guard accompanies the prisoner across the street to the courts and receives a receipt from the court attendant for the body of the prisoner. When the time comes to return the prisoner to the Tombs, the sheriff's guard gives a receipt to the court attendant for the body of the prisoner, takes him across the street again to the Tombs and delivers him to the prison keeper from whom he receives a receipt. Prisoners sent from the Tombs to the County Workhouse on Welfare Island are transported in vans of the Department of Correction, but felons sentenced to the county penitentiary, which is in the same institution, are delivered by the sheriff's van.

In Bronx and Richmond counties, where the sheriffs exercise the same jurisdiction over criminal prisoners as the Department of Correction in New York, Kings and Queens counties, the very

purposes for which the Department of Correction was created, to consolidate the jurisdiction of criminal prisoners of the Greater City, are defeated.

*In Bronx and Richmond counties there are county jails which function in practically the same way as other county jails up-state, practically ignoring the existence of a Department of Correction. The employees are appointed by the sheriff without meeting the requirements of Civil Service. In the Department of Correction there are central bureaus of accounting, stores, control, purchase, construction, repairs, supplies, transportation, statistics and identification, but these functions are all carried on separately by each Sheriff. *If the Bronx and Richmond County Jails were converted into City Prisons, by amendment to the city charter, and parts of these proposed city prisons set aside for civil prisoners under the sheriffs by the Sinking Fund Commissioners, as provided in the city charter, they could be operated at less cost and with more efficiency.* The taxpayers of Bronx and Richmond counties would also probably benefit, as expenditures now charged against the county would be assessed against the city as a whole.*

In the counties of Kings and Queens, the number of personnel and cost of operating the sheriff's jails could be considerably reduced by a closer co-operation between them and the adjoining city prisons. Instead of having separate doctors for the sheriff's prisoners, the doctors attending the city prisons should also look after the civil prisoners in the adjoining sheriffs' jails. The kitchen and commissary of the Brooklyn City Prison should serve the sheriffs' prisoners in the adjoining Kings County Jail in the same way that meals are provided by the Queens City Prison to prisoners in the adjoining Queens County Jail.

The laundry, cleaning and other administrative necessities in these Sheriffs' jails should be taken over by the staffs of the city prisons, which would not in any way interfere with the legal jurisdiction of the Sheriff but would greatly reduce the number of personnel and the costs of operation.

The costs of operating the sheriffs' jails of the Greater City in 1921 were computed by the Board of Estimate and Apportionment on the basis of verified costs and census. The following data was compiled by the State Prison Commission and included the above mentioned costs:

County	Average		Capacity	Daily per capita cost per inmate	
	Census for 1921	Average Number of Employees		Personal Service 1921	Total for 1921
New York		23.5	52	\$11.39	\$13.40
Kings	9.5	18.	32	6.34	9.37
Queens	.16	4.	6	100.81	103.88
Bronx	(a) 60.	48.	180	3.30	4.09
Richmond	(b) 27.	13.	100	2.00	3.16

(a) 56-1-2 criminal.
 (b) Civil prisoners only a few days a year representing only a fraction of a case per day.

The following table summarizes the total budgets allowed for the Sheriffs of the five counties, the total number of prisoners received, the average daily census and the daily per capita costs. The daily per capita costs of the Sheriffs' Jails for the year 1922 were estimated roughly by taking the budget allowances and using the average daily census as submitted by the sheriff, viz:

County	Total Budget Allowance for Sheriff's Jails, 1922	Budget for Sheriffs' Jails, 1922	Total number Prisoners Received, 1922		Average Daily Census	Daily per Capita Costs
			Male	Female		
New York	\$239,430	(a) \$45,571	544	1	18	0
Kings	115,255	35,436	209	15	12	1.04
Bronx	83,122	90,588	1,332	83	33	3.30
Richmond	62,843	32,025	672	22	21	0
Westchester	45,743	6,500	27	0	0	2.18
	\$446,648	\$208,525	3284	121	116	3

NOTE: This amount does not include \$17,280 allowed for nine prison guards assigned to the Tombs for transferring prisoners.

As the employees of sheriff's jails are appointed outside of civil service by the sheriffs, the figures submitted cannot always be relied upon. For example, one investigation showed that a sheriff's clerk in the Greater City had taken the highest and lowest census for the year and divided it by two to arrive at the average daily census for that year. In working out per capita costs in the sheriff's jails, for 1922, it was necessary to take the daily average census as submitted by the sheriffs clerks.

In order to compare the above costs with the per capita costs of the institutions of the Department of Correction, the following figures are given:

	Daily Average Census for the year 1922	Daily per Capita Costs per Inmate
Eight District Prisons and Traffic Detention and House of Detention for Material Witnesses	(a) 145	(a) \$2.23
City Prison, Manhattan	513	1.28
" " Brooklyn	313	1.26
" " Queens	70	(b) 2.12
New York County Penitentiary	1310	.85
Municipal Farms, Riker's Island	401	1.07
Correctional Hospital, Welfare Island (Female Workhouse, Penitentiary and Hospital)	326	(c) 1.55
Reformatory Prison, Hart's Island	288	.94
New York City Reformatory, New Hampton Farms	532	2.57

NOTE: (a) The census and per capita costs mentioned include about three regular prisoners, six detention places, called prisons, and the House of Detention for Material Witnesses.

(b) The high cost of operation of Queens City Prison cannot be accounted for with the data at hand.

(c) In Correction Hospital the per capita cost includes the combined cost of operation of the hospital, workhouse and penitentiary for females of the department. The high cost of operating the New York City Reformatory, which is the most costly in the department, is due to the large number of personnel compared to the census. Included in this personnel are twenty-three instructors. There are only two other institutions in the Department that have instructors, one instructor in letters loaned from the Department of Education and assigned to Correction Hospital, and a ward master and three industrial instructors in the Reformatory Prison, Hart's Island. The only other instruction given in the Department is by keepers with a knowledge of a skilled trade, and this is done incidentally to routine custodial duties.

In comparing the above daily per capita costs of the Sheriffs' jails with those of the institutions of the Department of Correction, it is obvious that the institutions of the Department of Correction are operated far more economically.

RECOMMENDATIONS AND NECESSARY ACTION

1. *Abolishment of the so-called 3rd, 4th and 12th District Prisons.* Transfer of the duties of keepers now assigned to the Traffic Detention Room, 300 Mulberry Street, to court attendants. No laws that we know of need be amended. The whole procedure should be very simple as it only means a transfer of duties now performed by keepers to the court attendants. An understanding between the Chief Magistrate and the Commissioner of Correction can bring about these desired results.

2. *Abolishment of the so-called 6th and 8th District Prisons in the Bronx.*

(a) The court attendants should take over the duties now performed by the keepers in these so-called prisons.

(b) The Sheriff of Bronx County should receive and transfer all prisoners held under criminal process in Bronx County, until such time as the City Charter is amended to transfer his jurisdiction over criminal prisoners to the Department of Correction. There should be no difficulty in bringing this about as there are no good arguments to favor the present complicated procedure of handling prisoners in connection with the 6th and 8th District Courts.

3. *Abolishment of the Sheriff's Jail in New York County, (the Ludlow Street Jail) and the House of Detention for Material Witnesses at 125 Worth Street, Manhattan.*

(a) These institutions are considered together because neither persons arrested as material witnesses or those arrested under Civil process are criminals, and both classes of prisoners are kept in the same jail in counties outside of the limits of the City of New York. The combined census of both institutions is less than 25, and would be even less than this total if the many national guardsmen who are now committed to the Sheriffs' jails were transferred to a disciplinary barracks of the State, which has been proposed.

(b) The first and most important step is to find a suitable substitute for these institutions. It must be a building located in New York County. It must meet the necessary requirements for health, safety and segregation of civil prisoners. It must be so arranged that the Sheriff will have complete jurisdiction and yet the building must be small and economical to operate. After making a careful inspection of abandoned police stations and properties owned by the City, which have been turned over to the Sinking Fund, no substitutes could be found to meet the above requirements.

(c) The one and only substitute is one of the Annexes of the Tombs. One of these has been vacated since the women from the Tombs were transferred to Jefferson Market Prison. This Annex has 62 cells, in which complete new plumbing was installed this year,—a toilet, an enamel wash basin and hot and cold water

in each cell. It is true this Annex will need some remodeling before it is suitable for this purpose. It might be desirable to tear down the brick walls between some of the adjoining cells to double their size. It will certainly be necessary to paint the building and make some minor alterations.

(d) By this procedure it would be possible to reduce the jail personnel of the Sheriff of New York County from 22 to about 6, and to consolidate the remaining personnel with the 9 Sheriff's guards now assigned to the Tombs for transferring prisoners. This will still give the Sheriff 15 employees in the Tombs. The light, heat and power would be supplied by the Tombs plant, eliminating the three engineers of the Sheriff. The doctor of the Tombs could treat the Sheriff's prisoners, thereby eliminating the Sheriff's doctor. The laundry of the Tombs could serve the Sheriff, thereby eliminating the Sheriff's laundress. The kitchen and commissary of the Tombs could serve the Sheriff's prisoners, thereby eliminating the Sheriff's two cooks and greatly reducing the cost of food supplies,—the Department of Correction could furnish meals to the prisoners of the Sheriff of New York County in the same way as is done by the Queens City Prison for the Sheriff's prisoners of Queens County, at about 25c a meal.

(e) *By abolishing the House of Detention for Material Witnesses the daily per capita cost of maintaining material witnesses would be reduced to about one-quarter of the present cost.* Also the cost for light, heat and power, which were not included in the estimated per capita cost, would be eliminated. These are not small items as the floor space of this institution is about ten times as large as is necessary.

Legal Procedure Necessary to Abolish the Ludlow Street Jail and to Convert the Sheriffs' Jails of Bronx and Richmond into City Prisons with the Necessary Provisions for Setting Aside Portions of these Buildings for the Sheriffs' Civil Prisoners.

The procedure consists of simply adding the words "New York, Bronx and Richmond" to Section 695 of the City Charter. The Home Rule Commission has already agreed to consider this proposed amendment.

Extracts of Section 695 of the City Charter read as follows:

"The buildings now used as jails in the counties of Kings and Queens are hereby placed under the control and authority of the Commissioner of Correction and all prisoners other than those detained by civil process, who by law are committed to the custody of sheriffs of the counties of Kings and Queens, respectively, are hereby placed under the Commissioner of Correction.

The Commissioners of the Sinking Fund shall, as provided in Section two hundred and five, designate and set aside any portion of these buildings or any other suitable buildings as common jails for the accommodation of prisoners detained by civil process held in the custody of such sheriffs, and such portions of buildings or other suitable buildings so designated and set aside shall be and remain under the separate control of the respective sheriffs of the counties aforesaid."

After the proposed amendment is made it will automatically become the duty of the Commissioners of the Sinking Fund of the city of New York to designate parts of the proposed city prisons in Bronx and Richmond and the City prison, Manhattan, as sheriffs' jails.

"The procedure necessary to abolish the House of Detention for Material Witnesses would require nothing more than an understanding between the Judges and the District Attorney of New York County and the Commissioner of Correction. The Annex of the Tombs might, if necessary, be designated as the House of Detention for Material Witnesses as well as the sheriffs' jail for civil prisoners. Or the commitment of witnesses might be made, by agreement, under section 218 of chapter 7 of the Criminal Procedure, instead of under section 695 of chapter 492 of the Laws of 1916.

New Construction in the Department of Correction from 1908 to 1923.

Practically the only new construction that has been undertaken in this period has been confined to two institutions as follows:

New building at Greycourt with installations, at an approximate cost of \$374,650.

Two main buildings and some small buildings at New York City Reformatory, New Hampton Farms, at a total cost of \$824,953.

The only important reconstruction that has been done in this period was in the Workhouse, Welfare Island, which was converted into Correction Hospital, a combined Workhouse, Penitentiary and Hospital for women prisoners at a cost of \$89,807, and the remodeling of the Second District Prison at a cost of \$31,182. Other minor reconstruction work was done in the Tombs and other institutions.

The Proposed Issue of Corporate Stock for Construction of the New Penitentiary and other Buildings in the Department of Correction.

On September 21, 1923, Commissioner Frederick A. Wallis sent a communication to the Board of Estimate and Apportionment requesting a total of \$8,538,000 corporate stock issue to cover the construction program for 1924-25, which he outlined. The principal feature of this program is the new penitentiary to be built on Rikers Island, the cost of which roughly estimated will be \$5,000,000. According to these plans the capacity of the proposed penitentiary will be for 2,000 males.

A joint committee has been formed to consider the plans for

* It is gratifying to state that since this report went to press, the Commissioner of Correction, Frederick A. Wallis, personally followed out the suggestions made above, and succeeded in arranging for the discontinuance of the House of Detention for Material Witnesses.

new construction in the Department of Correction. The committee is composed of George W. Wickersham, Chairman; Homer Polks, Secretary of the State Charities Aid Association; Sam A. Lewiso, Esq., of the New York State Association, and E. R. Cass, General Secretary of the Prison Association of New York. It is the intention of this committee to go into this matter thoroughly and to consider the new construction plan from different angles, such as fire hazard, needs for construction in relation to better sanitary conditions, inadequacy of present buildings to provide proper segregation of prisoners and the needs for new buildings to develop the industries.

To gain a proper perspective of the present plans it is necessary to review the development of the plans in 1908 for the construction of a new penitentiary on Rikers Island. Competition was held and plans were submitted by various architects for this proposed penitentiary. The plans of the firm of Trowbridge & Livingston were accepted as the best submitted. From 1908 to 1910 work was carried on in making plans and specifications, which cost the city about \$200,000. In the summer of 1910 the whole matter was dropped and the resolution authorizing the issue of \$2,250,000 corporate stock for this purpose was amended to read "not exceeding \$1,010."

OUTLINE OF DEVELOPMENT OF PLANS FOR NEW PENITENTIARY ON RIKER'S ISLAND

May 8, 1908 Communication from Commissioner of Correction to Board of Estimate and Apportionment, requesting an appropriation of \$4,000,000 for the erection and completion of new penitentiary on Riker's Island.

June 9, 1908. Letter from the Chief Engineer to the Comptroller stating that the plans included an administration building, men's cell building, chapel, mess hall, boiler house and engine rooms, men's hospital, isolation ward for men, women's cell building, women's hospital, isolation ward for women, workshops and laundry; and in addition thereto provision must be made for prison walls, water supply and sewerage disposal, a central heating plant, roads and sidewalks, etc.

The time necessary to erect all of the buildings will extend over a period of years, therefore it is advisable to begin at once with a certain group of buildings.

He considered that an appropriation of \$2,250,000 would be sufficient to provide for a men's and women's cell building, mess hall, central heating plant, shops and a bath building. This group of buildings will provide for a large number of prisoners of both sexes, both as to administration, housing and all necessary requirements.

If the financial condition of the city will permit he recommended that the Board of Estimate and Apportionment, pursuant to section 47 of the Greater New York Charter and amended by chapter 409 of the Laws of 1904, issue corporate stock to the amount of \$2,250,000 for the Riker's Island Penitentiary.

June 19, 1908. The Board considered the request of the Commissioner of Correction for an appropriation of \$4,000,000 for the erection and completion of the new penitentiary on Riker's Island, which was laid over earlier in the meeting, and the secretary presented a report of the Comptroller, to whom on May 8, 1908, this matter was referred recommending the initial issue of \$2,250,000 corporate stock for the erection of an administration building, men's and women's cell buildings, mess hall, central heating plant, shops and a bath building for said Penitentiary.

The resolution authorizing said issue of corporate stock failed of adoption.

The matter was ordered on the next calendar.

June 26, 1908. The Secretary of the Board of Estimate and Apportionment presented the report of the Comptroller recommending \$2,250,000, but this failed to be adopted.

September 18, 1908. The Secretary of the Board of Estimate and Apportionment presented a communication from the Commissioner of Correction requesting an issue of \$4,000,000 corporate stock for the erection and completion of the proposed new penitentiary on Riker's Island.

September 20, 1908. Request of Commissioner of Correction pursuant to provisions of section 47, of the Greater New York Charter, as amended, the authorization by the Board of Estimate and Apportionment of the issue of corporate stock of the city of New York to the amount of \$4,000,000 for completion of the proposed new penitentiary on Riker's Island.

October 2, 1908. The Board of Estimate and Apportionment authorized an issue of \$200,000 for the purpose of providing means for the payment of architect's fees in the preparation of plans and specifications and for the supervision of the work of construction.

The plans and specifications were completed on the above date. *December 18, 1908.* The following resolution was offered and approved:

Resolved, That pursuant to the provisions of Section 47 of the Greater New York Charter, as amended, the Board of Estimate and Apportionment hereby approves of the issue of corporate stock of the city of New York to an amount not exceeding \$2,250,000, to provide means for the erection of an administration building, men's and women's cell buildings, mess hall, central heating plant, shops and bath building, for the new penitentiary on Riker's Island under the jurisdiction of the Commissioner of Correction and when authority thereby shall have been obtained from the Board of Aldermen, the Comptroller is authorized to issue corporate stock of the City of New York, in the manner provided by section 109 of the Greater New York Charter, to an amount not exceeding \$2,250,000, the proceeds whereof to be applied to the purposes aforesaid.

(Adopted by 11 affirmative against 5 negative votes—the Mayor, the Comptroller and the Presidents of four Boroughs voting in the affirmative, the President of the Board of Aldermen and the President of the Borough of Manhattan having 5 votes, which were voted negative.)

October 29, 1909. Commissioner of Correction asked for authority, pursuant to resolution adopted December 18, 1908, to proceed with the execution of contract for a group of buildings on

Riker's Island chargeable against corporate stock authorized to the sum of \$2,250,000.

November 3, 1909. The Board of Estimate and Apportionment approved the plans and specifications as revised for the erection and completion of the Penitentiary on Riker's Island, which were prepared by the architects, Trowbridge & Livingston, which were submitted by the Commissioner of Correction. In the minutes of the Board of Estimate and Apportionment for the year 1909, contained in the bound volume covering the months of November and December, complete specifications are outlined for the proposed penitentiary on pages 7476 to 7759, or 283 pages devoted to detailed specifications.

The resolution that was adopted, authorizing the new penitentiary, was rescinded on June 3, 1910, and was amended to read as follows:

Resolved, That, pursuant to the provisions of the Greater New York Charter, as amended, the Board of Estimate and Apportionment hereby approves of the issue of corporate stock of the city of New York to an amount not exceeding \$1019 to provide means for the erection of an administration building, men's and women's cell buildings, mess hall, central heating plant, shops and bath building for the new penitentiary on Riker's Island.

Estimates for corporate stock needed for new construction in the Department of Correction for the years 1915 to 1918 were submitted to the Board of Estimate and Apportionment as follows:

1915	\$452,950 covering 8 institutions
1916	437,444 covering 5 institutions
1917	557,889 covering 3 institutions
1918	185,000 covering 2 institutions

Corporate stock issues for new construction in the Department of Correction were requested from the Board of Estimate and Apportionment for the years 1919 to 1921, as follows:

1919	\$1,407,000 for 5 institutions
1920	1,277,000 for 5 institutions
1921	1,572,000 for 5 institutions

Total..... \$4,256,000

In 1915 a firm of architects, Buehnan & Fox, made sketches for a new penitentiary to be located on Harts Island. The plan included 6 separate cell houses to be constructed on the northern end of the Island in the form of a rectangle, with a separate building in the center of the rectangle for assembly, gymnasium and school purposes. Each cell house was to have four tiers with 63 cells to each tier, a total of 252 cells. A reception building, hospital, tubercular ward and employees cottages were planned for the southern end of the Island.

The plans for the new penitentiary on Riker's Island, made in the years 1908 to 1910, referred to above, had a different plan of

construction.—one administrative building in the center, with the cell blocks arranged in wings radiating outwards. There is much useful material that can be gathered from the old plans which include a complete survey of the north end of Riker's Island.

An appropriation of \$700,000 was authorized on April 7th 1922 for the construction of a House of Detention for Women. The plans were completed and submitted officially for approval to the Board of Estimate and Apportionment as follows:

"COMMITTEE OF THE WHOLE—BOARD OF ESTIMATE

January 7, 1924

(No. 5-309, June 22, 1923)

COMMUNICATION, dated June 19, 1923, from the First Deputy and Acting Commissioner of Plant and Structures, submitting for approval form of contract, plans and specifications for the construction of building foundations for the Women's Court and House of Detention, West 30th Street, between 6th and 7th Avenues, Manhattan, at an estimated cost of \$20,000; \$10,000 of which will be charged to Code CDC-25 and \$10,000 to Code NDC-25.

Secretary to report.

June 25, 1923—Laid over pending report.

September 17, 1923—Laid over to October 8, 1923.

October 8, 1923—Laid over pending report.

October 22, 1923—Laid over to November 12, 1923.

November 12, 1923—Laid over to December 10, 1923.

December 12, 1923—Laid over to December 24, 1923."

The Commissioner of Correction who had not been officially consulted about these plans, made a study of them and came to the conclusion that the location is not suitable and that the plans should be modified. With this end in view he sent the following communication to the Board of Estimate and Apportionment requesting that the approval of the plans and specifications be deferred:

"COMMITTEE OF THE WHOLE—BOARD OF ESTIMATE

January 7, 1924

(109—December 14, 1923)

COMMUNICATION, dated December 10, 1923, from the Commissioner of Correction, requesting that action be deferred on the approval of form of contract, plans and specifications for the construction of building foundations for the Women's Court and House of Detention, West 30th Street, between 6th and 7th Avenues, Manhattan, pending the submission of suitable plans for the building approved by the State Prison Commission and the Commissioner of Correction, as required by law.

On June 22, 1923 (Cal. No. 309) the plans and specifications above mentioned were presented by the Commissioner of Plant and Structures and referred to the Committee of the Whole."

The Eight-Hour Day for the Matrons and Keepers of the Department of Correction, New York City.

The Assembly Bill Int. No. 643 introduced by Mr. Haackenburg was passed and substituted in the Senate. It provided for an amendment to the city charter to limit the hours of labor of the employees of the Department of Correction to forty-eight hours

and sixteen hours reserve duty weekly, and was passed by the 1923 Session of the Legislature.

Mayor Hylan held an open hearing on this bill on May 2, 1923. The Mayor expressed himself in favor of the eight-hour day but stated that the estimated cost to the city would be over \$200,000, which made it impossible for him to approve it.

The Prison Association of New York submitted a plan to the Mayor at the hearing suggesting that if some prisons were abolished and others consolidated and coordinated, the matrons and keepers could be given the eight-hour day with little, if any, additional cost. The Mayor ordered the Commissioner of Accounts to make an investigation of the proposed plan, with substantiating data, which included:

1. Abolishing five of the eight District Prisons in Manhattan by transferring the custodial care in these temporary detention places to court attendants, along the same lines followed in Kings county.

2. Converting Jefferson Market Prison into an institution for females exclusively by transferring the male prisoners in Jefferson Market to the Tombs, or to the Fifty-third Street District Prison, and transferring all female prisoners in the Tombs to Jefferson Market Prison, which would release seven matrons from the Tombs and about five keepers from Jefferson Market.

3. Abolishing the Ludlow Street Jail, which costs the city about \$45,000 yearly to care for an average daily census of 18 civil prisoners, and transfer those prisoners of the sheriff to an Annex of the Tombs which could be designated the sheriff's jail by the Sinking Fund Commissioners.

4. To reduce the cost of operation of the Sheriffs' Jails in the other four counties by closely coordinating their administration with the administration of the Department of Correction—relating to transportation, food and maintenance—without interfering with the legal jurisdiction of the Sheriffs over their prisoners.

5. By abolishment of the House of Detention for Material Witnesses at 125 Worth Street, where the average daily census in 1922 amounted to only six. It requires five paid personnel to operate this institution which results in a daily per capita cost of \$5.69, exclusive of light, heat, power and rental. The witnesses upstate are kept in Sheriffs' Jails, and they naturally belong with the civil prisoners in New York City. The total average daily census of material witnesses combined with the civil prisoners kept in the Ludlow Street Jail, does not exceed twenty-four. In the Annex of the Tombs, where new plumbing has been installed, there are 62 cells, so that it would more than serve as a substitute for both the Ludlow Street Jail and the House of Detention for Material Witnesses.

6. By abolishing some of the meals provided to keepers and matrons, especially in the City and District Prisons. The total cost of feeding the employees of the Department of Correction

is about \$45,000 per year. There is no standardization as to the allowances of food and maintenance to the officials in the institutions. In Jefferson Market Prison and the Tombs it cost the Department over \$5,000 in 1922 to provide one meal a day to the personnel. Many matrons and keepers have expressed themselves strongly in favor of giving up this one meal a day in exchange for the eight hour working day. A good meal is provided by the Tombs commissary for 30 cents, and a number of the keepers patronize the commissary in preference to taking the meal provided by the Department. It has not been determined whether the funds appropriated for food can be used for personal service.

A Summary of the Development of the Proposed Plan by the Prison Association of New York for the Abolishment, Consolidation and Coordination of Some of the Detention Places, Jails and Prisons in the Greater City.

1. The above proposed plan was submitted by the Prison Association to Mayor Hylan and Commissioner of Correction, Frederick A. Wallis, on May 2, 1923, with substantiating data including established precedents, costs of operation, average daily census and related laws.

2. Official communication sent to the Board of Estimate and Apportionment, including the above, which appeared on Calendar No. 24 for May 25, 1923, "Communication No. 183, from the General Secretary of the Prison Association of New York relating to the eight hour working schedule for employees in the Department of Correction and suggesting the following economies in the handling of civil and criminal prisoners."

3. Official investigation begun by the Commissioner of Accounts, under instructions from Mayor Hylan, relating to the work done by keepers and matrons in the department.

4. Official investigation of the assignment of personnel, costs of operation, and ratio of personnel to inmates by the Bureau of Investigations of the Board of Estimate and Apportionment.

5. Co-operation and suggestions of Mr. John S. Kennedy, president of the State Prison Commission, Commissioner of Correction Frederick A. Wallis and Mr. Charles M. Baldwin, of the Grand Jurors' Association, incorporated in the plan.

6. Mr. George Gordon Battle, president of the Parks and Playgrounds Association, gave his co-operation in relation to the proposed abolishment of the Ludlow Street Jail, and the proposed development of a playground on this property.

7. Independent surveys were made of the abandoned city owned property, which might serve as a substitute for the Ludlow Street Jail, by the Parks and Playgrounds Association and this Association.

8. Reorganization of the Tombs and Jefferson Market, as recommended to the Mayor by the Prison Association, was put into effect by Commissioner Frederick A. Wallis, on September 7th,

1923. Previous to this change we communicated with District Attorney Joab H. Banton and received his approval on August 31, 1923. We also submitted the plan to Miss Maude Miner, of the New York Protective and Probation Association and Miss Alice Smith, Chief Probation Officer of the Women's Court, who gave their strong endorsement.

None of the Judges of the Courts of General or Special Sessions objected and Chief Justice Kernochan gave his approval, but asked that one matron be kept in the Tombs to serve the courts when necessary.

This change resulted in the matrons and women prisoners in the Tombs being transferred to Jefferson Market, and the male prisoners in Jefferson Market being transferred to the Tombs. In this way the force of four matrons in Jefferson Market, working on twelve-hour shifts, was increased to twelve matrons working on eight-hour shifts. Of the seven keepers and one head keeper in Jefferson Market only three were transferred, and they were sent to the Harlem District Prison where the keepers were placed on the eight hour day. It was hoped that at least five keepers would be released from Jefferson Market and that they would be transferred to the Tombs or the county penitentiary, where there is more urgent need for additional personnel than in the Harlem District Prison.

Instead of a matron being assigned to the Tombs and Criminal Courts building during the sessions of the courts of Special and General Sessions, a van and male van driver were assigned to transfer women back and forth between Jefferson Market and the Criminal Courts Building. It is our strong opinion, in agreeing with the judges, that a matron assigned to the Tombs during the day would provide better care for the women prisoners and would be more economical and satisfactory in every way.

9. In September, an exhaustive report was completed by the Commissioner of Accounts, which included the work of each keeper and matron and the necessary posts to be covered in each institution, unfortunately this report was withheld and has not been officially submitted to date.

10. On October 17, 1923, Commissioner Wallis appeared before the Board of Estimate and Apportionment on the budget hearing and spoke of the needs of the department, requesting an additional appropriation of \$90,000 for additional personnel.

On the basis of an investigation made by the Board of Estimate and Apportionment an increase of \$24,000 was later allowed in the 1924 budget for additional matrons and keepers, provided that the eight-hour day was put into effect and the plan approved as follows:

Line 187 — "Prison Keeper at \$1500 or Prison Matron at \$1200 (20) \$24,000.00. The force allowed in line 187 is to be available only in the event that by it the Commissioner is able to put the Department upon an eight hour basis and is to first have the approval of the Board of Estimate and Apportionment on his plan for that purpose."

11. Investigations were continued and additional data relating to the proposed abolishment of some of the District Prisons and the House of Detention for Material Witnesses was submitted to the Board of Estimate and Apportionment, and appeared on Calendar No. 49 for November 23, 1923, under Communications No. 108 and 109, as follows:

"COMMUNICATION, dated November 17, 1923, from the General Secretary of the Prison Association of New York, suggesting the abolishment of certain district prisons in the Borough of Manhattan so as to make possible the eight hour day for employes in some of the institutions of the Department of Correction.

Refer to Committee of the Whole and to Secretary to report to Committee."

"COMMUNICATION, dated November 20, 1923, from the General Secretary of the Prison Association of New York, suggesting the abolishment of the House of Detention as a means of making possible the eight-hour day for employes in one of the institutions of the Department of Correction.

Refer to Committee of the Whole and Secretary to report to Committee."

12. *A summary was made and a simple plan proposed covering the above data, and submitted to the Board of Estimate and Apportionment on December 22, 1923. This was placed on Calendar No. 1 for January 4, 1924, as follows:*

"COMMUNICATION, dated December 22, 1923, from the Prison Association of New York, enclosing memorandum outlining the complicated system of detention places, jails and prisons in the Greater City, and suggesting a simple remedy thereof, which communication and memorandum is to supplement similar communications on the same subject recommending the abolishment of certain district prisons and the establishment of an eight-hour day for institutional employes of the Department of Correction, presented to the Board on May 25 (Cal. No. 483) and November 23, 1923 (Cal. Nos. 108 and 109), and referred to the Committee of the Whole.

Refer to Committee of the Whole and Secretary to report to Committee."

BOARD OF ESTIMATE AND APPOINTMENT, CALENDAR NO. 2,

JANUARY 11, 1924.

"COMMUNICATION, dated December 17, 1923, from the Commissioner of Correction, stating that it is proposed to place the custodial employes throughout the Department of Correction on an eight-hour working day basis commencing December 31, 1923, and requesting therefore that the appropriation of \$24,000 allowed in the Budget for 1924 in Code 2650, line 205, be released, making possible the employment of 16 additional Prison Keepers at \$1,500 each per annum.

Refer to Committee of the Whole and Secretary to report to Committee."

"COMMUNICATION, dated December 28, 1923, from the Prison Association of New York, supplementing previous communications relative to the establishment of an eight-hour day for employes in the Department of Correction and the consolidation of the control and custody of prisoners and calling attention to the excessive cost of the Sheriff's jails.

The communication requests that the condemnation proceedings for the acquisition by the City of privately owned property on Hart's Island, authorized October 5, 1923 (Cal. No. 49) be expedited, also that the Board consider the plan for consolidating and centralizing the control and custody of prisoners.

Refer to Committee of the Whole."

Potter's Field, Hart's Island, N. Y.

No extensive new construction should be considered for Hart's Island until a different policy is adopted for burying the destitute dead of New York City. On this Island, which is composed of about seventy-seven acres, four of which are owned by a civilian company, there are about 250,000 dead buried in trenches, 150 bodies to the trench. The trenches have now been extended to the northern portion of the Island, which has about a 45-foot elevation and is the most suitable part of the Island for the construction of new buildings.

Under chapter 492 of the Laws of 1916, it is mentioned "that the burial of deceased paupers shall be continued under regulation established by the joint action of the Department of Public Charities and of Correction, or in case of disagreement between said departments, under such regulation as may be established by the Mayor of the City."

A solution of this matter should be attempted by a board composed of the different religious denominations in co-operation with the Commissioners of Welfare and Correction.

The Menace of the Civil Owned Property on Hart's Island.

Hart's Island is situated in Long Island Sound, opposite City Island, about 18 miles from E. Twenty-third street. It contains about seventy-seven acres, four of which are owned by a civilian company, the remainder being owned by the city. The city owned property is assigned to the Department of Correction which uses the property for the Reformatory Prison, where the average daily census in 1922 amounted to 838 inmates, and Potters Field, where about 250,000 of the city's destitute dead are buried.

Anyone who has ever visited Hart's Island has appreciated the obvious need for the city to acquire the four acres of civil owned property on the Island. Former Commissioner of Correction, Hon. James A. Hamilton, Commissioners J. S. Kennedy and F. E. Wade of the State Prison Commission, and the Prison Association of New York, have made repeated efforts to have this property purchased by the city.

Last April the Prison Association of New York found out that the property had been sold by the Hunter Estate to the so-called Spectacle Realty Company. As long as the Hunter Estate owned the property there was close co-operation between the warden of the prison and the caretaker of the property and, while there was inconvenience and increased custodial supervision required, nothing serious happened.

The story was given out that the new owners intended to construct bungalows, start a bungalow colony and establish a regular steamboat service with the mainland. An official communication was sent to the Sinking Fund Commissioners on May 10th, calling their attention to the sale of this property to the Spectacle Realty Company, the plans of this company and the great menace to the

administration of the Reformatory Prison. The matter was referred by the Sinking Fund Commissioners to the Board of Estimate and Apportionment. Commissioner of Correction Frederick A. Wallis, State Prison Commissioner John S. Kennedy and experts of the Real Estate Bureau of the Department of Finance and of the Board of Estimate and Apportionment visited this property and made detailed reports during the months of June and July. On June 29th a resolution was adopted by the Board of Estimate and Apportionment as follows:

(Calendar No. 106)

"Resolved, That the Board of Estimate and Apportionment hereby approves of the proposed acquisition by the City of that portion of Hart's Island now in private ownership for use of the Department of Correction, and the Comptroller be and hereby is authorized to negotiate for the purchase of said property at private sale, and in connection with such negotiations, to examine into the question of riparian rights."

According to the records of the Bronx county clerk title was obtained to this property by Elias DeBrosses and Dolores Hunter. On April 3, 1923, they sold the property to the Spectacle Realty Company. They had in previous years offered the property to the city at what was said to have been a reasonable sum, but their offer was refused. The 1922 assessment on this property was \$16,000 for the land and \$4,000 for improvements.

On September 7th a letter was addressed to the Comptroller referring to the resolution adopted by the Board of Estimate and Apportionment and asking what action had been taken in this matter. A reply was received from the Comptroller on September 14th stating that the price demanded by the present owners was so excessive that it was out of the question to purchase the property.

On September 24th an official communication was sent to the Board of Estimate and Apportionment asking the Board to adopt a resolution to authorize the Corporation Council to begin condemnation proceedings to acquire this property.

On October 6th, Calendar No. 41, of the Board of Estimate and Apportionment, the following communications were included:

"No. 49"

"IN THE MATTER of a communication, dated September 11, 1923, from the Comptroller, referring to the resolution adopted on June 29, 1923 (Cal. No. 106), approving of the acquisition by the City of that portion of Hart's Island now in private ownership and authorizing the Comptroller to negotiate for its purchase at private sale.

The Comptroller states that this resolution does not provide for condemnation proceedings and the property in question is assessed for the year 1923 at \$20,000, of which \$4,000 is for improvements. The owners are asking an excessive price and its purchase at private sale is not recommended, therefore the matter is again submitted to the Board for consideration.

"The Committee of the Whole directs that this matter be restored to the calendar and recommends that the Corporation Council be authorized and directed to institute condemnation proceedings for the acquisition of this property; and also that the Comptroller be authorized to enter into a contract for the purchase of the property at private sale,

subject to the approval of the Board of Estimate and Apportionment. (Committee Cal. No. 20, October 1, 1923).

On September 21, 1923 (Cal. No. 402), this matter was referred to the Committee of the Whole."

"COMMUNICATION, dated September 24, 1923, from the General Secretary of the Prison Association of New York, requesting that that portion of Hart's Island now in private ownership be authorized to be acquired by condemnation proceedings, in view of the excessive price asked by the owner, the Spectacle Realty Company.
Resolution for adoption."

Unfortunately, in this case the routine procedure for the acquisition of property for the Department of Correction requires that the Board of Aldermen pass a resolution. Therefore on October 25, 1923, the Board of Estimate and Apportionment transferred their resolution to the Board of Aldermen as follows:

"The City Record—Thursday, October 25, 1923.

"Board of Estimate and Apportionment—Resolution Relative to Selection of a Site on Hart's Island for the Use of the Department of Correction.

City of New York, Board of Estimate and Apportionment, Office of the Secretary, Municipal Building, October 10, 1923.

To the Honorable the Board of Aldermen:

Sirs: I transmit herewith certified copy of resolution adopted by this Board on October 5, 1923, recommending that your Board adopt an ordinance selecting as a site to be acquired by the City, by condemnation or by private sale, for the use of the Department of Correction, that portion of Hart's Island in the Borough of The Bronx described in said resolution.

Respectfully,

JAMES MATTHEWS, Assistant Secretary.

Resolved, That the Board of Estimate and Apportionment hereby recommends to the Board of Aldermen that said Board of Aldermen adopt an ordinance selecting as a site to be acquired by the City of New York, by condemnation or at private sale, for the use of the Department of Correction, that portion of Hart's Island, Borough of the Bronx, now in private ownership, namely:

All that plot or parcel of land with the buildings and improvements thereon at the south end of a certain island in the west end of Long Island Sound, known and designated as Harts Island, in the Borough of the Bronx, City and State of New York, bounded and described as follows:

On the westerly, southerly and easterly side by the waters of Long Island Sound, and on the northerly side by the land owned by the City of New York, containing about four acres of ground, said premises being designated as Lot 100 in Block 2649 on the tax maps of the Borough of the Bronx, together with all the right, title and interest in and to the lands under water in front of and adjacent to the parcel of land herein described.

A true copy of resolution adopted by the Board of Estimate and Apportionment October 5, 1923.

JAMES MATTHEWS, Assistant Secretary.

Referred to Committee on Finance."

On November 12th official communications were sent to each of the sixteen members of the Finance Committee of the Board of Aldermen, asking the Board to adopt a resolution authorizing that this property be acquired by condemnation proceedings. Copies of

this letter were forwarded to Mr. John S. Kennedy, of the State Prison Commission and Mr. Charles M. Baldwin, of the Grand Jurors Association, asking for their continued co-operation in this campaign.

Another inspection was made of this property on December 10th, and it was learned that two escapes from the Reformatory Prison had been made by way of this civil owned property. The following letter was sent to the Chairman of the Finance Committee:

"December 11, 1923.

MR. FRANK A. CUNNINGHAM, Chairman, Finance Committee, Board of Aldermen, City Hall, New York City.

DEAR SIR: On November 12th I addressed a letter to you relating to the urgency of acquiring the civil owned property on Hart's Island.

I now want to bring to your attention the fact that two escapes—one a professional gunman—occurred on the night of December 1st from this civil owned property. A boat belonging to the civilian company that owns this property was used by the prisoners to escape. Imprints of heel plates, which are worn by prisoners only, were found in the sand where the missing boat had been moored. The sand was turned over where the keel of the boat had been turned. One of the escaped prisoners was a plumber in the institution and his tools were later found under a shed on this property.

You will no doubt be interested to know that an inspection of this property made on December 10th revealed a heavy, sharp hatchet on the front porch of the civilian's house, large heavy ice tongs at the back of the house, and several sharp pieces of iron in the open shop. Of course the prison authorities have no power to put these dangerous weapons where they cannot come into the hands of prisoners, and cannot enforce the proper safeguarding of their own lives and the custody of prisoners until this property is acquired by the City.

I notice that this matter was not on the December 5th Calendar of your Board and I assume that it has not come out of Committee. To delay this matter further will be to the detriment of the City, the Public, and might become quite embarrassing to the City officials.

Hoping that you will take favorable action in this matter in the near future, I am

Very truly yours,

(Signed) E. R. CASS,

General Secretary.

The Commissionary Fund of the Department of Correction of New York City.

Prior to 1917, commissaries were operated at the various institutions by private individuals. Since then the department has operated a small commissary store for the use of prisoners at the following institutions: City prison, Manhattan; City prison, Queens; New York County Penitentiary, Welfare Island; Municipal Farm, Riker's Island; Reformatory Prison, Hart's Island, and New York City Reformatory, New Hampton, Orange County.

Fruit, candy, tobacco, cigarettes, articles of clothing, etc., are sold slightly above wholesale prices. The present surplus in the commissary fund is approximately \$125,000. In November, the

Commissary Board of Trustees decided to purchase the following equipment for the installation of radio equipment, wood turning and electrical schools, viz:

\$1,300 for Wood Turning class at New Hampton	
\$1,500 for Electrical School at Penitentiary, Welfare Island	
The following items have been purchased.	
Mimeograph complete	\$350
Lumber for student partitions	376

One lot of electrical material (bids requested)

The radio installation completed at Riker's Island cost \$1,956 and a complete radio installation at the Orange county institution, consisting of eight complete receivers and twenty loud speakers, will cost approximately \$3,300.

It is strongly felt by the Prison Association that some of the huge surplus balance in the Commissary Fund should be used for the direct benefit of deserving persons discharged from the institutions of the Department of Correction. As pointed out in other parts of this report, the city of New York turns out from its correctional institutions men, women and boys inadequately clad, and without funds to buy meals and pay for temporary lodging. To say that this treatment, especially in the face of the huge surplus fund which is an accumulation of money actually expended by the prisoners, is a disgrace, is to say it mildly. Furthermore, the commissary funds are solely within the control of the Commissioner of Correction and others whom he chooses to designate. The Association has long urged that this fund be given a legal identity, and that the expenditures chargeable to this fund be regulated through the Department of Finance of the city, or by a special statute. As the matter now stands the Commissioner of Correction is the sole judge as to how the money should be spent.

The Institution at Greycourt, Orange County.

One building consisting of 108 cubicles, and two dormitories, having a total capacity for housing 208 inmates, was completed in 1920. A complete laundry and kitchen were installed in 1923 which are sufficient to meet the needs of about 1,000 inmates, or about five times more than the present number.

The Prison Association of New York during 1923 consulted the Commissioner of Correction, the State Commission of Prisons, the Women's City Club and the Women's Department of the National Civic Federation, relating to the suitability of the institution at Greycourt for women and the desirability of opening it without delay. A number of conferences were held at the Women's City Club to discuss the subject. No decision was made by the women's groups interested.

At the first fall meeting of the Executive Committee of the Prison Association of New York, held on October 31st, the Greycourt matter was taken up and the General Secretary was in-

structed to write to all associations and individuals who had been interested in the development of Greycourt, and to get an expression of their opinion for or against the use of the institution for women.

The History of the Development of the Greycourt Plan.

In 1913, a plan was proposed for a House of Detention for Women. An unused building belonging to the Magistrate's Court on Prince street was considered for this purpose. It was found that an appropriation of \$25,000 would be necessary to convert this building, but even with this amount the building could not be made fireproof, so the plan was abandoned. In 1913 there was \$450,000 appropriated for this purpose by the city. The estimate of cost of this building was \$800,000 which was \$350,000 more than the appropriation.

A plan was submitted to Mayor Mitchell to rescind the appropriation for the House of Detention for Women, because all the plans submitted exceeded the appropriation, and to apply the appropriation to reconstruction of Jefferson Market and the south wing of the Workhouse, and to construct a women's prison at Greycourt, Orange county, to be used for the rehabilitation of women after they have been received and classified and their medical treatment had been completed at Correction Hospital. In the latter part of 1916, the Board of Estimate and Apportionment transferred \$333,000, from the \$500,000 which had been appropriated for the House of Detention for Women, for the proposed Greycourt institution.

The appropriation which was not sufficient to meet the needs for the proposed House of Detention was therefore used for the reconstruction of two institutions and for Greycourt. The basic plan for the construction of a building at Greycourt was a cubicle wing composed of modified cubicles which are half-way between the cells and rooms. The plans for Greycourt were made to adapt the institution to the needs of women prisoners needing physical, mental and moral rehabilitation, but not for women requiring strict discipline. The plan was to provide a group of toilets and wash basins for each cubicle wing along the same lines as the receiving and classification building at New Hampton Farms, which was designed by the same architect who planned Greycourt. The modified cubicles at Greycourt were made smaller than those at New Hampton Farms for reasons of economy, but the corridor space and windows, were enlarged to provide additional ventilation. The plans for Greycourt were approved officially by the State Prison Commission. If steel cells had been constructed along the exterior walls, or if an interior cell block had been built, instead of the cubicle wing, the cost would have been much greater.

The cost of the institution at Greycourt, up to September, 1923,

as estimated by the auditor of the Department of Correction, amounted to \$374,650 which included the following:

Construction	\$210,000
Plumbing	26,100
Sewer Construction	27,000
Boiler installation	10,000
Laundry equipment	12,500
Kitchen equipment	10,000
Electric equipment	4,500

The architect's fees were probably 5 to 7 per cent. of the total amount.

The above cost does not include the furnishings, which it is said might average between \$10,000 and \$15,000.

The commitment blotter of Correction Hospital was examined and all commitments from January 1, 1923, to May 31, 1923,—a five months period—were grouped as follows:

169	women	were	received	under	sentences	of	2 to 30 days, or one month,
							inclusive.
28	"	"	"	"	"	"	60 days, or 2 months.
51	"	"	"	"	"	"	90 days, or 3 months.
88	"	"	"	"	"	"	100 days.
59	"	"	"	"	"	"	4 months.
22	"	"	"	"	"	"	5 months and 5 months and 29 days.
81	"	"	"	"	"	"	6 months.
38	"	"	"	"	"	"	indefinite workhouse sentence with a maximum of 2 years.
20	"	"	"	"	"	"	penitentiary sentence with a maximum of 3 years.
24	"	"	"	"	"	"	sentence of self-committed drug addicts.
15	"	"	"	"	"	"	miscellaneous sentences.

595

The above 595 women were committed for the following offenses, viz:

220	for	violation	of	the	Tenement	House	Law,	§	887	(prostitution).
103	for	intoxication.								
100	for	the	use,	sale	or	possession	of	drugs.		
58	for	disorderly	conduct.							
44	for	petit	larceny.							
43	for	vagrancy.								
12	miscellaneous.									
9	violation	of	parole.							
6	grand	larceny.								

A study was also made in the Identification Bureau of the Department of Correction relating to the number of times these women had previously been committed to Correction Hospital. In order not to devote too much time to this subject and to avoid delay, the record of only 535 women were investigated with the following results.

208 women were committed to Correction Hospital for the first time.

145 women were committed to Correction Hospital, a total of from two to four times inclusive.

94 women were committed to Correction Hospital, a total of from five to ten times inclusive.

57 women were committed to Correction Hospital, a total of from eleven to twenty times inclusive.

31 women were committed to Correction Hospital, a total of from twenty-one to fifty-one times inclusive.

635

Note: Thirteen of the above women were committed two times and one woman three times in this five months' period.

Included in the following are extracts of the inspection made of this institution on June 25, 1923:

A visit was made to Greycourt by a representative of the Prison Association on June 25th.

The institution is composed of one building which contains the temporary administrative offices, cell rooms for inmates, attendants rooms, mess halls, kitchens, laundry, baths, boiler, transformer and three temporary shop-rooms. A brick building for supplies has been constructed along the Erie Railroad tracks. A model sewerage disposal plant has been erected on the northwest slope of the property. The original farm house, which is said to have been constructed in 1800, is located on the west slope below the main building, and is occupied by the superintendent and his family. An ice house and a few other unimportant buildings belonging to the original farm are being used. The farm land consists of 100 acres of meadow, 100 acres upland and 57 acres of marshland.

The town of Greycourt is on the main line of the Erie, 54.4 miles from New York City. The institution is on the crest of a hill at an elevation of about 481 feet, and approximately 70 feet above the level of the railroad tracks and is about 850 feet distant from the main line of the Erie railroad. The Lehigh & Hudson, which has the same station as the Erie in Greycourt, runs through the western part of the property. The Newburgh branch of the Erie R. R. also runs through the property. The Chester-Monroe county and the Chester Bloominggrove county roads are respectively about 700 and 250 feet distant from the building. The Warwick Farms institution of the Department of Correction are about 12 miles south of Greycourt. The villages of Chester and Oxford Depot are about 2½ miles from the institution and Washingtonville, on the Newburgh branch of the Erie, is about 7 miles north.

The city of New York must not only pay State and county road taxes, but also school and highway taxes to the townships of Bloominggrove and Chester and additional taxes for the three acres which are in the incorporated village of Chester.

The Farm is bounded on the northwest by the property of Charles S. Murray, which consists of about 100 acres, on the southeast by the property of William Leonard and on the southwest by the ten-acre farm of Louis Satterly, while the Erie Railroad borders the property on the southeast. Practically all the fields

are fenced in with post wire fencing. Out of the 257 acres composing the Farm 10 acres are planted with potatoes, 20 acres in oats, 15 acres in corn, 100 acres of hay for cutting, 9 acres of new hay, and $\frac{1}{2}$ acre of garden truck for use in the institution.

The personnel of the institution is limited to one instructor in charge, Mr. Michael Mohin, who lives with his family in the original farm house, one assistant instructor, who handles the live stock, one cook, and one store-keeper, who works under the auditor of the Department.

The building was designed by Mr. Charles B. Meyers, 31 Union Square, in the form of the letter "T," and faces practically south.

Due to its altitude it is clearly visible on the State road from a distance. The State road runs approximately east and west and is located about three-quarters of a mile to the south of the building. The general type of architecture is English Gothic and resembles a school building more than a prison. The building is three stories high in addition to the basement. The first floor is about six feet above the ground to the front. The land site slopes northward, so that the laundry and engine room, which are in the basement of the north wing, are about on a level with the ground. The building is about 225 feet long and about 162 feet in depth from the front of the main building to the rear of the north wing. The east and west wings are about 23 feet wide and the north wing is about 32 feet wide. There are two stairways, called the east and west wing stair-towers, which are located in front of the main building, each about 30 feet to either side of the main entrance. The main entrance is on the south side of the middle of the "T." There is no direct entrance into the main corridor as there is a separating wall, dividing the main entrance into two. One side entrance leads to the superintendent's rooms, consisting of a bedroom about 10 x 12 feet, with a connecting bath, toilet and closet and an office, about 12 x 10 feet, and a small corridor that connects with the main corridor. The office and quarters for the Superintendent are very inadequate but they are only intended for temporary use. To the left of the main entrance is a small corridor that connects with the information office, a room about 12 x 12 feet, and two rooms for male and female visitors. The main corridor on the three floors is about 6 feet wide with a central overhead lighting system, and runs the full length of the building east and west, joining the two wings with the central portion of the building. At each end of the corridors are 12 coil steam radiators and three solid iron frame windows, about 18 inches wide. On the first floor there is no elevation, in contrast to the upper floors, where the central portion of the building is about six steps higher than the levels of the east and west wings. On each of the three floors there are 36 outside cell rooms divided into two sections, one section in the east and one in the west wing. The sections of cell rooms in the two wings are separated from the central portion of the building by wire mesh doors. Opening on the main corridor, just outside of each section of cell rooms, is a large linen closet.

There are no toilets in the cell rooms. In each of these six sections there is a lavatory, consisting of an enamel bath tub, three sanitary enamel toilets, a wash trough with ten faucets, a sink and two radiators, one with 11 and one with 5 steam coils.

There are 108 cell-rooms, also called cubicles, on the three floors. The corner cells, having two exposures, are equipped with two radiators, whereas the other cells have one. The dimensions of each cell are about 6 feet long, 7 feet wide and 8 feet high, with iron frame windows adjustable at the bottom, center and top to open about 4 inches on a central pivot. A flat oak desk, with a drawer and cupboard, a mirror about 10 x 16 inches, a Klear Plax rug and an overhead electric light comprises the equipment in each cell. At the entrance to each cell-room is a solid door covered with metal, with wire mesh for ventilation at the top and bottom. In each door is a mortise tumbler lock which locks with a separate key. There is a master key for each floor and a grand master key which fits every lock in the institution. There is an electric light switch in the main corridor of each section. Even though the switch is on, the lights cannot be operated without a key being inserted in the keyboard, which is separate from the switchboard. The central switchboard for the entire building is located in the laundry.

Included in each of the six sections of cell-rooms is a matron's room, about 12 x 12 feet, containing two clothes closets. Off the central part of the main corridor between the east and west wings on the second and third floors, is a small corridor leading to the matron's quarters. Each group of matron's rooms consists of four rooms, about 12 x 12 feet, each with two windows that open top and bottom. A 9-coil steam radiator is in each room. The floors are of long leaf yellow pine. Adjoining the matrons' rooms is a bathroom with tiled floor, containing one bath-tub, two toilets and two wash bowls. At each end of the hallway of the matrons' rooms are two clothes closets.

On the third floor one of the matrons' rooms is set aside for the doctor. The only difference in the doctor's room is that it has a large enamel sink and two clothes closets.

On the third floor off the main corridor between the east and west wings is a bathroom that serves the inmates in the dormitory. On the second floor, in the same corresponding location, is a bathroom which is for inmates in the hospital ward.

The dormitory and hospital ward are in the north wing on the second and third floors respectively, running off the middle of the main corridor to the north. The hospital ward on the second floor and the dormitory on the third floor of the north wing, are practically identical in size, lighting, heating, etc. The capacity of each is about 50 beds. The dimensions are about 75 x 36, with high ceilings. Thirty-one solid iron frame windows, about 3 x 6 feet, open at the top, center and bottom, the same as in the cell rooms. There are eight 20-coil steam radiators and an overhead lighting system composed of eight small lamps and two large lamps in each.

There are two exits for the north wing, one leading into the main corridor, which runs east and west, and the other leading on to the roof of the kitchen, which is a one-story building.

The inmates' mess-hall is in the north wing below the hospital ward, and is about the same size as the hospital ward. It contains 37 enameled covered metal tables with four revolving enameled stools to each table, all fixed to the floor, the same as the equipment installed in the Penitentiary. There is ample room for additional tables should they be required. Adjoining and connecting with the inmates' mess-hall is the matrons' dining room, which is about 15 x 15 feet. This room is equipped with a large, four-compartment refrigerator, a steam table with four food containers and two dish warmers, three large coffee and tea urns with steam connections.

Connecting with the matron's dining room is a large serving pantry, about 15 x 15 feet, with an offset for a stairway and with equipment which includes four wall shelves, about 12 feet long x 18 feet wide, ten built-in dish closets, about 3 x 3 feet, and two sinks with a patented grease strainer.

Leading from the serving pantry is a spacious kitchen, about 30 x 40 feet, with a skylight about 10 x 15 feet with adjustable windows. The kitchen equipment includes: 1 furnace range, 1 charcoal broiler, 1 large steam stew pot, 3 large steam cooking pots, 1 aluminum and 2 iron; 1 vegetable steamer with three sections, 1 square iron vegetable steamer, 3 large kitchen tables with metal shelving, 1 Bain Marie steam washer for pots and pans, 1 large serving table with metal rack for kitchen utensils, 1 metal dish rack, 1 large six partition refrigerator, 1 steam heated serving table, 3 coffee and tea urns, equipped with instant steam heaters; one built-in dish closet with eight compartments and eight doors. The scullion room, about 20 feet long and 10 feet wide, adjoins the kitchen and contains seven built-in closets, four shelves about 40 x 18 inches, and one patented grease strainer.

Between the mess hall and the kitchen is a pantry that has two 10 foot shelves, two 5 foot shelves, 1 electric vegetable peeler, a built-in closet with three compartments, 1 pot strainer and a six compartment refrigerator.

In the basement under the main entrance is a work shop measuring about 16 x 20 feet, with floors of 5-foot cement flags. It has eight windows, four lights and extra electric plugs overhead, and two 46-coil radiators. In the basement under the east wing is a work shop about 45 x 20 feet, with 15 windows, each about 2½ x 3½ feet, six overhead electric lights and four 36-coil radiators. In the basement under the west wing, is a work shop with 19 windows, overhead electric lights and four 20-coil radiators. There is no equipment in these work shops. A corridor corresponding to the main corridor on the first floor adjoins these work shops, and connects with the east and west wing stair towers. The shop at the west end of the basement not only leads into the central corridor, but also leads directly to the outside of the building.

Adjoining the shops are two matron's rooms, each about 10 x 15 feet, with windows and overhead lights. These rooms are not equipped. Just to the rear, parallel to and connecting with the main corridor, is a small corridor that joins the two shower rooms, which are in the east and west wings. Each shower room is about 25 x 15 feet with seven showers, seven dressing rooms lined with slate slabs on three sides and with draw curtains in front.

Between the bath corridor and the laundry, which is to the rear of the north wing, are two linen rooms, each about 40 feet long and 10 feet wide, with two windows opening on to the corridor.

The laundry is a model in equipment, lighting, ventilation, etc., and is about the same size as the mess hall. The equipment is as follows: 1 combination tumbler and drier, 2 extractors, 2 washing machines, 36 x 62 inches (Troy metal shell); 2 soap mixers, 2 electric presses, 8 electric irons, 8 ironing boards with complete electric attachments, 1 mechanical ironer, 16 x 100 inches; 1 laundry table, with metal base, ten feet long by three feet wide; 1 15-foot laundry table, with metal base; 7 stationery slate tubs. The laundry is equipped with complete mechanical and steam attachments for all appliances.

To the south of the laundry is the butcher shop containing a large built-in refrigerator measuring about 7 x 12 feet by 15 feet wide. A work table with metal base, about 10 x 13 feet; a small work table with metal base, a butcher's block, a butcher's table and an electric hasher No. 16 Smith, comprises the equipment in the butcher shop.

To the south of the butcher's shop is a room about 5 x 25 feet for storing the kitchen coal.

In the extreme end of the north wing is the engine room. At the west end of the engine room is a coal pocket measuring about 30 x 25 feet; 2 low pressure Smith boilers; 1 vertical high pressure boiler for steam cooking and laundry work; a double action steam pump that connects with stand pipes which are located in different parts of the building, equipped with hose, nozzles, etc., for fire protection; 1 injector for filling the boilers, etc.

The water supply comes from Walton lake through an eight inch main. It is said that there is about 200 pounds water pressure at the building and the boilers fill under their own pressure. A temporary 1½ inch water line was laid in the winter of 1921, another line was laid in 1922, but the permanent 8 inch main was only laid in 1923. About 700 running feet of ditch, averaging from 4 to 10 feet in depth, was dug by inmates for this purpose in 1923.

The electric conduit line was finished about three months ago. About 250 linear feet of ditches were dug by inmates in 1923 for this purpose. The Orange & Rockland Electric Company, Monroe, N. Y., supply the electricity. On the north side of the building is the transformer room, which contains two 15-Kilowatt G. E. transformers, which are grounded on the main water line.

The sewer line comes in the building at the northwest corner and dips below the water supply. It is connected with a model

sewerage disposal plant that was constructed by the New York Sewerage Disposal Company on the northwest slope of the farm. The sewerage is first carried into three septic tanks, which measure about 10 feet long by 10 feet wide and about fifteen feet deep, with a "V"-shaped base, and with iron grating at the entrance to the first tank. The acids of fermentation dissolve the solids, the fluid passes through a valve into a siphon tank and is finally carried through seven sprays on to a 10-foot bed of broken rock in a well constructed concrete building. After the fluids filter through this 10-foot bed of rock they enter a series of filtering ditches or can be diverted into a sand filtration bed before they flow into the Seeley creek. The Fish and Game Commission have issued a permit for the purified sewerage to flow into the Seeley creek, although it is a trout stream, as it is held that 100 per cent purification takes place through this process.

The equipment on hand June 25, 1923, included:

Office equipment, mahogany finish, including 6 filing cabinets

- 180 oak chairs for inmates
- 178 inmates' desks-cupboards
- 4 matrons' tables, each about 3 ft. in diameter
- 87 oak tables, each with two driers, measuring about 5 x 3 feet
- 24 oak bureaus for matrons, each with 4 drawers and mirrors
- 172 grass woven flax rugs (Klear Flax, each about 27½ x 54 inches)
- 13 wicker couches
- 20 matrons' chairs
- 36 hair curled mattresses (on hand since 1920)
- 154 hair curled pillows (on hand since 1920)
- 69 iron beds (not all in good condition)
- 101 bedspreads
- 400 inmates' sheets
- 300 employees' sheets
- 300 inmates' pillow cases
- 36 employees' pillow cases

The stock and farming equipment on hand was as follows:

- 50 head of sheep
- 8 workable horses
- 24 heifers and cows, including 6 milch cows and 1 bull
- 1 tractor (Cleotrack)
- 1 double disc harrow
- 1 single disc harrow
- 1 double gang plow for tractor
- 2 Oliver plows—1 side bill and 1 straight way
- 1 springtooth harrow
- 2 smoothing harrows

- 4 one-horse cultivators
- 1 potato planter
- 1 potato digger
- 1 reaper and binder
- 1 hay loader
- 2 mowing machines
- 1 Watson dumper
- 1 hay rake
- 2 lumber wagons
- 1 hay rigging
- 2 double bob sleds

NOTE: On January 21, 1924, before this report was printed, the institution at Greycourt was opened and twenty-one selected women prisoners and three matrons were transferred from Correction Hospital to Greycourt.

CHAPTER VIII

LEGISLATION IN 1923

A legislative service is maintained by the Association whereby copies of all bills introduced into the State Assembly or Senate are received. During the 1923 session of the New York Legislature there were 1973 Senate and 1889 Assembly bills introduced, or an average of 493 Senate and 472 Assembly bills introduced each month during the four months' session.

The Law Committee of the Association considered fifty-seven bills and took definite action on thirty-three of them, approving twenty-one and opposing twelve. None of the bills opposed by the association passed.

*Int. Nos.
of Bills*

S. 53 Mr. Walker. Amendments to sections 5 and 11 of article 8 of the constitution, abolishing State officers and departments, etc.

Provides for a State Department of Correction and substitutes a State Commission of Correction for the State Prison Commission, the commissioner of Correction to be the chairman of the Commission of Correction.

Action of Committee: Approved the plan for a State Department of Correction, but did not agree to a State Commissioner of Correction becoming the chairman of the Commission of Correction. This proposal must be submitted for consideration of the 1925 legislature and if passed will be submitted to the people.

S. 188 Mr. Walker. Commission of 17, consisting of 2 Senators, 2 Assemblymen, Attorney General, 5 Judges designated by Governor, and 7 lawyers appointed by Governor, to investigate defects in the law and its administration and appropriating \$15,000.

Action of Committee: Approved.

S. 91 Mr. Webb. Amends Section 1, 46, Children's Court Act, by abolishing children's courts in Dutchess, Niagara and Columbia Counties, unless boards of supervisors decide otherwise.

Action of Committee: Opposed.

*Action of
Legislature*

Passed.

Passed both houses and approved by Governor May 28. Chapter 575.

Defeated.

*Int. Nos.
of Bills*

A. 104 Mr. Lyman.

Authorizes Governor to appoint Mother's Welfare Board of 3 members, and appropriate \$1,000,000 for support of mothers whose husbands are dead, have deserted them, are in jail, in an insane asylum, or unable to provide for them on account of disability.

Action of Committee: If this bill had showed any signs of moving it would have been opposed on the ground that adequate provision is already made by statute.

S. 130 Mr. Knight.

Amending Section 1, Children's Court Act, by abolishing such courts in counties with population of 100,000 or less, transferring pending actions to county courts, unless supervisors vote to continue children's court.

Action of Committee: Opposed because it was contrary to the Children's Court Act passed in 1921.

S. 131 Mr. Knight.

Amends Section 35, Children's Court Act, by providing that appointment of officers and employees of children's courts shall not be subject to competitive civil service.

Action of Committee: Opposed this bill because it would interfere with the Civil Service feature of the existing law and would be a serious detriment to the proper functioning of the Children's Court.

A. 137 Mr. Coughlin.

Amends Section 1045, Penal Law, by abolishing capital punishment.

Action of Committee: Carefully considered but no action.

S. 361 Mr. Cotillo.

To amend the Children's Court Act generally.

Action of Committee: This bill was amended about eight times and was finally approved by the Committee as the amendments offered simply supplemented the original act and were in no way contrary to it.

*Action of
Legislature*

Defeated.

Defeated.

Defeated.

Defeated.

Defeated.

Int. Nos.
of Bills

S. 410 Mr. Higgins.

To amend the Judiciary Law in relation to the power of County Judges of Kings County to appoint medical consultants.

Action of Committee: This bill was opposed by the Committee. After it had passed the Senate, it was brought to the attention of Hon. Bird S. Coler, Commissioner of Public Welfare, who also took active steps to oppose this bill. The bill was opposed because it would result in the appointment of medical consultants out of civil service, and additional expense to the city, when under the Insanity Law, Section 57, the county judges of Kings County are authorized and empowered to send apparently insane prisoners to the Kings County Hospital for examination and investigation. The appointment of medical consultants to courts is also contrary to the plan for establishing a central psychiatric service for the use of all city departments.

S. 445 Mr. Schackno.

To amend the Penal Law, in relation to the disposition and sale of cocaine and eucaine.

Action of Committee: Approved.

S. 496 Mr. Mastick.

To amend the Prison Law in relation to the compensation of guards in State prisons and reformatories, and making an appropriation therefor.

Action of Committee: Approved by the Committee to allow a living wage, which would favor the efficiency and administration of institutions.

A. 643 Mr. Haeckenburg.

To amend the Greater New York Charter in relation to hours of labor of employees of the Department of Correction. Assembly Bill Int. No. 643 substituted in the Senate.

Action of Committee: This was approved by the Committee. At the hearing held before the Mayor May 4, 1923, a detailed plan was submitted by the Prison Association whereby the employees of the Department could be given the 8 hour day at a comparatively small cost

Action of
Legislature

Passed, but vetoed by the Governor.

Passed. Approved by Governor March 30, Chap. 130.

Passed. Approved by Governor. Chapter 584.

Passed. Mayor vetoed this bill, but he ordered the Commissioner of Accounts to make an official investigation of the suggestions submitted by the Association.

Int. Nos.
of Bills

to the city, which was in marked contrast to the estimate of over \$200,000 that was officially submitted. The plan consisted of the abolishment of five of the eight district prisons in Manhattan, reducing the exorbitant cost of the sheriff's jails in New York, Kings, and Queens counties, and diverting part of the appropriations for the sheriff's jails to the Department of Correction; converting the Tombs into a prison exclusively for males and Jefferson Market District Prison into a prison exclusively for females — this went into effect September 7th, 1923 — abolishing most of the meals now allowed the employees of the Department, and purchasing 4 acres of civil-owned property on Harts Island, joining the Reformatory Prison, which requires a great deal of extra supervision, and is a menace to the safeguarding of the inmates.

S. 501 Mr. Reiburn.

To amend the Labor Law in relation to hours of employment of certain State, county and municipal employees, — limiting labor to 48 hours a week.

Action of Committee: The Committee approved this bill, expressing the opinion that for the best interests of the prisoners, the prison guards should not work more than 8 hours a day.

S. 507 Mr. Reiburn.

To amend the County Law in relation to the election of public defenders.

Action of Committee: No action taken.

S. 713 Mr. Schackno.

To amend the Code of Criminal Procedure providing for the commitment, custody, and control of wayward minors between the ages of 16 and 21.

Action of Committee: Approved by the Committee on the grounds that parents should be given the right to commit girls for incorrigibility, before they have been brought to court charged with definite offenses.

Action of
Legislature

Defeated.

Defeated.

Passed. Approved by Governor. Chapter 868.

<i>Inst. Nos. of Bills</i>		<i>Action of Legislature</i>
A. 764 Mr. Berg.	To amend the Penal Law in relation to the punishment for murder. <i>Action of Committee:</i> No action taken.	Defeated.
S. 841 Mr. Reiburn.	To amend the Inferior Criminal Courts Act of the City of New York, in relation to trial by jury in the Court of Special Sessions of such city. <i>Action of Committee:</i> Opposed by the Committee for the reason that jury trials would reduce the number of cases disposed of by about two-thirds, and would necessitate an increased appropriation for the Court of Special Sessions, which would amount to at least \$250,000.	Defeated.
A. 435 Mr. Alterman.	To amend the Greater New York Charter in relation to the use of proceeds of bond issues. <i>Action of Committee:</i> This was approved by the Committee because it was held that this bill would make possible a central psychopathic hospital to take care of prisoners in the jails and prisons, as well as other City Departments.	Passed. Approved by Governor. Chapter 174.
A. 550 Mr. Franklin.	To amend Section 87, Insanity Law by providing for detention in psychopathic wards of patients for 30 days instead of 10, as at present, in New York City. <i>Action of Committee:</i> Endorsed by the Committee because it would provide longer observation to enable the psychiatrist to make a diagnosis and would tend to prevent the commitment of persons to institutions for the insane while they are temporarily insane.	Passed. Approved by Governor. Chapter 226.
S. 941 Mr. Higgins.	To amend the Code of Criminal Procedure, in relation to compensation for probation officers in cities of the first class, containing a population of one million or over. <i>Action of Committee:</i> The principle of this bill was approved, but it was pointed out that if the funds now being used to pay county detectives to do probation work in New York City,	Passed, but vetoed by Governor.

<i>Inst. Nos. of Bills</i>		<i>Action of Legislature</i>
	especially in the Kings County Court, were applied to salaries for probation officers, the desired results would be obtained without additional expense, if not a saving, to the city. Another objection to this bill was the fixing of salaries of probation officers by the county judges, which interferes with the operation of Civil Service.	
S. 1023 Mr. Antin.	Amends Education Law, in relation to powers and duties of commissioner of education with respect to instruction and vocational training of inmates of certain State institutions. <i>Action of Committee:</i> Endorsed.	Defeated.
S. 1056 Mr. Higgins.	To amend the Prison Law in relation to the number of members of the State Prison Commission, its powers and duties relative to the parole of prisoners, and abolishing the State Probation Commission. <i>Action of Committee:</i> Opposed. This bill was opposed for various reasons which included: The operation and supervision of probation work is so entirely different from the duties of the State Prison Commission and the Parole Board that the two cannot be combined without causing serious handicaps. About 46% of the persons handled coming under the jurisdiction of the State Probation Commission are from the Family Court for non-support. About 25% of probationers are charged with juvenile delinquency.	Defeated.
A. 1137 Mr. Livermore.	To amend the Inferior Criminal Courts Act of the City of New York in relation to the trial of minors between the ages of sixteen and eighteen. <i>Action of Committee:</i> Opposed.	Defeated.
S. 1246 Mr. Love.	To amend the Prison Law in relation to definite and indeterminate sentence. <i>Action of Committee:</i> Opposed.	Defeated.

Int. Nos. of Bills		Action of Legislature	
S. 1283	Mr. Love.	To amend the Prison Law in relation to the districts in which applications may be made by the State Commission of Prisons for orders to enforce the rights and powers of such Commission against certain institutions. <i>Action of Committee:</i> Approved.	Defeated.
S. 1387	Mr. Russell.	To amend the Inferior Criminal Courts Act of the City of New York, in relation to jurisdiction of Court of Special Sessions. <i>Action of Committee:</i> Approved.	Passed, but vetoed by Mayor.
S. 1388	Mr. Russell.	To amend the Inferior Criminal Courts Act of the City of New York, in relation to appeals from City Magistrates. <i>Action of Committee:</i> Opposed.	Passed, but vetoed by Mayor.
A. 1550	Mr. Donohue.	To amend the Prison Law in relation to advisory medical staffs. <i>Action of Committee:</i> Approved. It was the opinion of the Committee that volunteer medical officers and staffs could give better service to inmates if they were to receive official status through the Superintendent of Prisons.	Passed. Chapter 486.
S. 1421	Mr. Love.	To amend the Insanity Law in relation to the transfer to Danmora State Hospital and Mattewan State Hospital of insane inmates of the institution for defective delinquents at Napanoch. <i>Action of Committee:</i> Approved.	Defeated.
S. 1582	Mr. Schackno.	To amend the Penal Law in relation to disorderly conduct, by defining disorderly conduct, providing punishment therefor and relative to jurisdiction and summons or warrant. <i>Action of Committee:</i> Approved. It was the opinion of the Committee that a clear definition of disorderly conduct was urgently needed. This law would give the Magistrates sufficient power to uphold public peace, particularly relating to pickpockets.	Passed. Chapter 642.
A. 1728	Mr. Galgano.	To amend the Penal Law in relation to robbery in the first degree, when committed by a person who is accompanied by an automobile or motor vehicle. <i>Action of Committee:</i> Approved.	Passed. Chapter 504.

Int. Nos. of Bills		Action of Legislature	
A. 1610	Mr. Moran.	To amend the Prison Law in relation to recommendations for deportation of alien convicts in State prisons. <i>Action of Committee:</i> Approved. It was the opinion of the Committee that if the prison wardens were to report directly to the United States Immigration authorities, instead of forwarding reports to the Superintendent of Prisons and Department of Justice as at present, it would result in a saving of unnecessary clerical work and eliminate much delay. The provisions of this law that requires a report to be made up three months after admission of the prisoner, instead of 20 days before discharge, is an added good feature.	Passed. Chapter 492.
S. 1618	Mr. Ryan.	Relative to the return of all photographs, Bertillon measurements and fingerprints in the possession of officers of penal and reformatory institutions, after any one unsuccessful presentation. <i>Action of Committee:</i> Opposed. The proposed amendment would have given the right to old offenders, who were found not guilty of one misdemeanor, to demand the return of all identification data ever collected by the authorities.	Defeated.
S. 1671	Mr. Cotillo.	Enacting the Children's Court Act for the City of New York for the five counties constituting the city. <i>Action of Committee:</i> Approved. It was the opinion of the Committee that this bill closely followed the up-State Children's Court Act, which had been endorsed.	Defeated.
A. 1673	Mr. Jenks.	To amend the Prison Law in relation to compensation and parole, and make the Sage law enacted May 1, 1916, retroactive. <i>Action of Committee:</i> Approved.	Passed. Chapter 508.

Int. Nos.
of Bills

S. 1868 Mr. Reiburn.

Amends the Prison Law, providing that every person in a State prison, except one convicted of first degree murder, who has never before been convicted of crime punishable by confinement in State prison may be paroled at any time.

Action of Committee: Opposed.

As this provided for the extension of parole before the reconstitution of the Parole Board, it was opposed.

Action of
Legislature
Defeated.

CHAPTER IX

PROBATION BUREAU

The difference between probation and parole should be kept clearly in mind. While parole is that period immediately following incarceration, during which the paroled inmate is under supervision and not yet free from sentence, probation means a period of supervision of persons convicted of crime, who instead of being sent to prison are given a chance to show their ability to lead honest and industrious lives without undergoing the stigma of a term in prison.

Probation is to such an extent a common sense provision that the principle of suspending sentences has long been considered as an inherent right of the judge. Probation is not a substitute for imprisonment, but rather a concession of conditional liberty.

The Prison Association has long been in sympathy with probation. The first probation law in the State of New York was drawn in the year 1900 by the then general secretary of the Association, Dr. Samuel T. Barrows, and through his conscientious efforts was passed by the Legislature and became a law.

Probation when wisely applied and administered is superior as a method to a prison term in the treatment of the offender. Like other methods of dealing with delinquents probation suffers sometimes because the applicant for probation has not been carefully chosen, or, that not being so, because while on probation the offender has not been conscientiously supervised.

The public at large should understand that the statute relating to probation does not make it mandatory for the committing judge to place an offender on probation, but instead gives discretionary power to the judge to use probation if, in his opinion, the offender is deserving of it.

The Association is represented in the Court of General Sessions and the city prison, the Tombs. Its agents are constantly endeavoring to protect innocent prisoners from injustice and persecution by enemies, and to save deserving first offenders from the stigma of prison life and criminal association, by probation or reformatory influences.

The City Prison is visited daily by an agent of the Association, as it has been for seventy-eight years. Mr. D. E. Kimball, the general agent of the Association, has performed this humanitarian work for thirty-eight years, and his predecessor, Stephen Cutter, acted in a similar capacity for thirty-four years.

A printed card is posted on every tier of cells in the Tombs offering free advice to prisoners who are friendless and without means, warning them against unscrupulous lawyers and steersers for that class of legal vampires who render no services for fees

obtained from relatives or friends of the unfortunate defendants. These cards have been the means of accomplishing much good outside of the probation work, which takes most of the time of the agent. Long delayed trials are hurried on the court calendars that cases may be disposed of, and prisoners' families who are left penniless are relieved from the Association's funds for that purpose. The best legal advice is obtained and, in short, its agent is always ready to act as a friend in need to all inmates of the prison who call upon him.

The Probation Bureau of the Association has been conducted in accordance with the principles generally accepted as subserving the best interests of society and the persons it saves to lives of usefulness. All of the offenders against the criminal law that come within the purview of this phase of the Association's work are over the age of sixteen years, and are classified by the statistician as adult offenders. Usually they are convicted for the first time, although a few men on probation in the custody of the Association at the present time have previous criminal records and criminal experience. As probation is generally supposed to be for only first offenders, this statement seems to call for an explanation and a typical case will best illustrate the merits of such disposition by the court and prevent unjust criticism.

John T. was convicted of a felony and sentenced to serve a term of years in a State prison. At the time he was convicted it was found that there was a second charge against him for another felony, of which he was undoubtedly guilty, and, in order to make him realize that he must answer for his violation of the criminal law, he was not only sentenced for the first crime but a bench warrant was sent to State prison with him calling for his return to court after his time had expired for re-sentence. When his time had expired he was arrested at the prison gate, conveyed to New York, lodged in the city prison for some days and finally brought before the judge who imposed the first sentence and issued the warrant. He pleaded guilty to the second offense and, as the law is not supposed to be vindictive or vengeful, the prisoner was severely reprimanded and warned that if he failed to profit by the mercy extended to him the maximum penalty for the second offense would surely be imposed. He was then placed on probation for the maximum possible term and allowed to go.

Some judges prefer to pronounce a sentence for the maximum term on such offenders for the second crime, but to defer the execution of such sentence during good behavior of the prisoner.

A letter box for notes from prisoners is kept in the corridor of the Tombs where communications for the agents may be placed for those who desire aid. A sample letter from the distressed wife of a prisoner is as follows:

"To the City Prison Association—

I write to you in behalf of my husband that is now down in the Tombs in Center Street awaiting his time. He was arrested over a week ago for having stolen goods, so I understand, as I have not been

able to go to see him because I work and have children to support. I am the mother of three living children, and one I lost four months ago, and I am now to be confined in three months. I have one child that will be 7 years old in a short time, one of 4 years and one 2 years and 8 months. The boy I lost was 10 months old the day he died. I put the children in a day nursery and work in a laundry, but because of my condition I will not be able to work such a long time longer, so I write to you to see if there is any aid you can give my husband as I do need his support very much. This is the first time and he has never been arrested before and he has always worked. In his letter to me my husband wrote that he is innocent and he did not know that the parcel contained stolen goods.

Sincerely hoping that you will give my letter your attention, and hoping to hear from you favorably, I remain

Yours respectfully"

It was found that the husband was a hard working driver for a trucking company, that he had taken a package from another driver to deliver to another address. His statement that he did not know that it was stolen property was disproved, but because of the destitute condition of his family and the fact that no property had been lost, the court gave him a sentence of forty days in the city prison. As the man had been in the prison forty days waiting trial he was given his liberty at once.

The following letter from a poor colored boy is indicative of the extreme to which personal grievances can be carried, and also of the possibility of conviction for crime if the interests of a lone and poor person are not carefully safeguarded. It is felt that the obtaining of good counsel for this young lad saved him from a hard experience.

"Prison Association

GENTLEMEN:—I am a young man 22 years old, and I am writing because I noticed a place card on the tier informing inmates without anyone to help them to state their case to Board. Sirs, I was taken in custody Monday, Jan. 22, 1923, on a charge of homicide at about 8:30 at night on the corner of 134th Street & Lenox Avenue. The officer that arrested me was a Reserve Officer that I had had words with about a week back concerning a friend of his, and later in the same week, about four days apart, I had words again with this same Reserve Officer concerning a young white girl he is or was keeping at that time, and he made a remark that he was going to shoot me on sight the very next time that he saw me. I heard all this and kept out of his way until Monday night. I met him in a cafe on the Avenue and he and another colored reserve grabbed me and said that I had killed a Chinaman and, of course, I denied it at once. So instead of taking me to the station house he and the other officer, a young fellow that I have known for about eight years, took me in 134th Street and was asking me some unsenseful questions and I told them to take me to the station house if I was wanted, but they would not take me over until they telephoned over to see what detectives were on duty. They could not get an answer so the one that arrested me said it was useless to take me over if a certain detective was not there, so they went back to 134th Street with me and the one that arrested me walked back to the cafe. While he was gone the other asked me if I had any money to make a fix. I said 'what for,' and he said you know that he has it hard for you and he will go the limit to send you away, and I said he could not do it for I had not violated the law in no way. So he says to me, see if you can get some money for I don't want to take you over, so I told

him that he would just have to take me over for I had no money. So when we got on 135th Street between Lenox & Seventh Avenue he seen a ring that I am still wearing and asked me if it was any good, and I said yes, that it was a real live stone, a white diamond. He did not ask me for it but he went on to tell me how much time I could get and how much he could get me, but if I was willing to do the right thing by him he would not take me over. But I knew that I had not violated any law and so did he, and refused to give him anything. When we got to Seventh Avenue we stopped in a clubroom about 10 minutes. Now, just imagine them stopping all along the line like that when I am supposed to be a murderer. So finally we got to the house and they booked me and a detective went to search the room where I was stopping with a cousin of mine, on 134th Street. While the detective was gone he came over again to look at my ring and whispered in my ear and said that I was long gone, so I said to his friend who was sitting beside me that there was nothing in that room that would kill a man except it was a chisel or a vase. So he asked me what kind of a chisel and I told him it was one that Andrew my cousin brought home that Friday night to take the back boards off the washstand and get some of the soap that fell behind it. So when the detective came back he had my overcoat and pawn ticket and locket. He went in the back room and talked about five minutes and came back and asked me where was the chisel. I told him it was on the window holding the blinds open, so the detective went and got it. When he came back he asked me where it came from and I told him that my cousin brought it in one Friday night when he came from work to take off some back boards of the washstand. So then he said that I was a burglar and they held me for 24 hours investigation. At the end he took me to the Heights Court and dropped the burglar charge. They never mentioned what I was arrested for up until this day. Now they are holding me for having burglars' tools in my house.

Now, kind sirs, I have taken the liberty to explain my case to you. I wish to know what to do. The idea is that was not my room, I was only stopping with Andrew until I got a room, and now I have written him six or seven letters asking and begging him to come down and see me, but I cannot get an answer. I put the return on one and it came back marked dead. Now it was his room and his chisel. Sir, what shall I do, I have no one to help me. If some one would only catch Andrew and make him come to me I would be all right, but that's out of the question. Sirs, I don't know what to do. The only proof I have is the landlady for she knows who she rented the room to for I asked her Sunday morning if I could have the room if Andrew gave it up for he did not pay rent Saturday night. So, kind sirs, I truly hope that you gentlemen will advise me what to do when I go to court, plead guilty, or what? The officer that arrested me did not show up at the hearing, but the other one did and said if I did not plead guilty he would swear that I offered him \$10.00 to destroy the chisel. So I ask you, what shall I do? I have no money for a lawyer so, dear sirs, I am just trusting in God and you gentlemen to help me. I remain

Yours,
P. S.—Gentlemen, I am a Negro boy. Cell 430.

Counsel was secured by the Prison Association for this boy and after several weeks he was discharged by the court.

A. B. a boy of seventeen, in the city a short time, was accused of stealing a taxicab and as he was asleep in it when arrested his lawyer entered a plea of guilty. Investigation proved that on that day he had worked at setting up pins in a bowling alley till after midnight, when he started for home. A hard rainstorm came on, and to avoid being drenched he got into the cab for shelter in the hope that the rain would cease. He went to sleep and was awakened

by a policeman. The owner of the cab said he left it in front of the house where he lived, and it was found with the boy asleep in it on the other side of the street. How it was moved was not revealed, the boy, who was little more than a child, did not know how to operate an automobile.

He lived with his sick mother and an older sister and contributed his slender earnings to the support of the family. His employer commended him for honesty and said he was a steady worker.

When the facts were submitted to the court the boy was granted probation and returned to his work.

L. M., a colored boy from South Carolina, was only a few days in town having been discharged from his job as a mess boy on a Charleston steamer. He was unable to get steady work, and when hungry and without a place to sleep he tried to open a woman's hand bag, was caught in the act and arrested.

Some people who knew his family were found and offered him a home and he became one of our probationers. Is now working in a garage and reports every week.

A letter from a young man who was locked up for violation of the Traffic Laws, driving his automobile in the wrong direction on a one-way street. Intercession was made for him in the Traffic Court, which resulted favorably.

"Mr. D. Kimball—

DEAR SIR: Just a few lines to let you know that through your kind aid I have been released on probation for six months, which means that I am able to go back to work at my old place, where I can earn a better living than if my driving license had been taken away. It has been a bitter experience but experience is a hard teacher and a good one, and a wise man takes heed.

I intend to live so that you will have no regret for having helped a fallen man.

Hoping you will accept this way of thanking you, and in the near future I will be able to meet you personally, I remain

Yours Under Probation,

P. S.—Do not think I am joking when I tell you that cell number in the Tombs was never built for me, nor the likes of me, and will be one of the blackest spots in my memory as long as I live.

The following is a statistical presentation of the work of the Probation Bureau for the period beginning January 1, 1923, to December 31, 1923.

Cases investigated in city prison (Tombs) for judges of Court of General Sessions.....	582
Released on probation.....	106
Released on suspended sentence.....	49
Sentenced to State Prison.....	144
Sentenced to Penitentiary.....	138
Sentenced to Elmira.....	89
Sentenced to City Reformatory.....	15
Sentenced to Workhouse.....	34

Sentenced to Bedford Reformatory.....	5
Sentenced to City Prison.....	33
Plea Withdrawn.....	7
Discharged.....	1
Fined.....	2
Insane.....	1
Acquitted.....	1
Other disposition.....	7

Office Work

Number on probation December 31, 1922.....	147
Received on probation to December 31, 1923.....	106
	253
Discharged with improvement.....	107
Discharged without improvement.....	17
Arrested and sentenced.....	3

On probation December 31, 1923.....	127
	126

Money received on account restitution.....	\$9,731.24
Money received on account children's support.....	1,518.00

Total.....\$11,249.24

Personal reports at office.....	2,799
Mail or telephone reports.....	710

CRIMES OF PERSONS WHOSE CASES WERE INVESTIGATED BY PROBATION DEPARTMENT.

Felonies

Grand larceny.....	120
Forgery.....	29
Burglary.....	53
Robbery.....	29
Assault.....	59
Manslaughter.....	15
Bigamy.....	15
Abandoning child.....	1
Receiving stolen property.....	2
Other felonies.....	32
Total.....	355

Misdemeanors

Petit larceny.....	108
Assault.....	60
Unlawful entry.....	27
Other misdemeanors.....	32
Total.....	227

CHAPTER X

PAROLE BUREAU

The parole work of the Prison Association is one of its most important functions, and is closely allied with the Association's activities to protect society from crime. Parole is a fundamental part of the modern treatment of prisoners. Parole differs from probation in that parole means the period subsequent to the individual's prison life, while probation means the period of supervised liberty allowed to a person instead of the serving of a prison sentence. In short, probation precedes the serving of a prison sentence, while parole follows the serving of a prison sentence.

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

1. That the prisoner ordinarily arrives at a period in his imprisonment when further incarceration will be of less service to him and to the State as a reformative measure than a like period passed in liberty under parole supervision.

2. That, in the determination of the proper time at which to admit the prisoner to parole, an exhaustive and painstaking study will be made of the individual case, in order that both the right of society to be protected, and the right of the prisoner to rehabilitate himself, may be preserved.

3. That the supervision of prisoners while on parole shall be conducted thoroughly, and with efficiency and sympathy.

The parole work includes the general supervision of released prisoners, which means visiting them at their homes, and at their places of employment when feasible. Whenever needed friendly advice is given, and in many instances our Parole Officer, Mr. A. L. Bohn, has been successful in effecting friendly relations between released men and their families.

The Parole Bureau works in close cooperation with our Employment Bureau. All applicants for relief coming to the Prison Association are interviewed and are aided as the merits of the case may require. No worthy released prisoner has been denied relief when it was possible to verify that he had been an inmate of a prison. In conjunction with this work a large number of people have been interviewed who are desirous of obtaining information concerning relatives confined in the State and county institutions.

The most important part of the parole work is the guiding of the man released from prison. Supervision in this connection means far more than merely an official duty. It is a friendly controlling of the future steps of the released man, beginning at the prison gate. The released inmate finds upon entering the world new conditions; he needs advice; he is possibly on bad terms with his family or relatives owing to his downfall, and the parole officer

succeeds many times in re-uniting families. In fact, the parole officer's duties are manifold and can not be limited to mere supervision of men on parole; he is the friend of the prisoner while still confined, he keeps him while still in prison in contact with the outside world, preparing, guiding, and directing his steps at the time of his appearance before the Parole Board, and on his release. In short, the parole officer is the friendly mediator between the lawbreaker and society. Good parole work is an important contributing factor in deterring those released from prison from reverting to crime.

PAROLE STATISTICS

January 1, 1923, to December 31, 1923:

Number of men on parole, January, 1923.....	257
Number of men received on parole from.....	
State Prisons in the State of New York.....	316
Number of men received on parole from.....	
Institution for Defective Delinquents.....	21
Number of women received on parole.....	20
Number (men and women) discharged during the year..	135
Number (men and women) declared delinquent during	
the year.....	96
Number (men and women) on parole, Dec. 31, 1923....	383

The following are typical and indicative of the human side of the work of our Parole Officer.

After serving his time, V. P. came into the custody of the Prison Association. A relative secured a position for him, but the young man soon became dissatisfied with the surroundings. He called to see our Parole Officer and told his story. He was desirous of taking a course in mechanical dentistry, and he asked if the Prison Association would help him with his tuition. We immediately got in touch with one of the schools located in the city and made arrangements for the man to enter. Night and day he studied, and finally he completed the course. A good paying position was secured, and up to the present time, this young man is still making good.

During the time of the parole officer's monthly visits to one of the State Prisons, he became acquainted with a young inmate who asked him to listen to his sad tale, and see what could be done for him. He came from a fine family, and like many boys of the present day, could see on other life except the gay one of Broadway. This helped to put him in prison. His family disowned him. His young wife informed him she would seek a divorce. The time was drawing near when this young man would be released on parole. He did not know to whom he could go, in fact he told the parole officer, he did not care. Our agent called at the home of the parents of this man and talked the matter over. He pointed

out to them the wrong that would be done in preventing the boy from returning to his old home. After giving the matter consideration, his parents agreed to take him back. Soon after, his wife also agreed to forget what had happened in the past, and give him another chance. He was paroled in the custody of this association, and in order to help him make the proper appearance on returning to his home, financial aid was given. He secured a position with a New Jersey concern. Lately I learned that this young man had risen from clerk to assistant to the superintendent.

Another prisoner, and I might add, an old time boarder at the "House on the Hudson" had gained his release on parole. He felt that there was nothing worth while for him out in the world. He called at our office on the day of his release, and employment was secured for him with an out of town hospital. This gave him shelter and a small income at the end of each month. After two or three months had passed, he decided he would retain this position until the expiration of his parole. His superiors found him an excellent worker, and termed him as "their best man." At the end of a year he was granted a discharge. A short time ago I received a letter from this man telling me he had returned to his son's home in the country. He is working on the farm, enjoying good health, and was happy to say there was something worth while doing after all.

One of our cases is that of a young woman, who but twenty years old, had married a second time unlawfully. A short time after her marriage to the second husband, her guilt was discovered and she was arrested for bigamy. She served about one year in prison and was then released on parole. The girl tried to find work, but most of her applications were turned down because she could not furnish references. This worry was then coupled with another, her two husbands began action for divorce. The young woman felt as though life was against her and decided to "get away" from it all. We took the case in hand, had the matter of the divorces cleared up, and obtained a position for her in a city hospital. The girl is working steadily, and at the time of her recent visit to the office, admitted everything is going well with her.

About a year ago, a pretty young girl was released on parole to this Association from a State institution. She told her story of how she had left her home in the State of Pennsylvania to come to New York, thinking it was an easy task to get work. She tried from one place to another, but met with disappointment. Her last chance was a position in a hotel where she acted as a maid. The salary was small and would not permit the young woman to have the things she longed for. It was then she committed the crime of grand larceny, and was sent away. At the time of her release, the girl did not care to return to her home. She was without friends and money. We communicated with the head of an institution and secured employment for her where she was allowed to room and board. She receives fairly good wages and is contented.

The following letter was received from an ex-prisoner who was given some financial aid by the Prison Association:

I have been appointed last week Assistant to the Superintendent. I am naturally very happy that my efforts have been so well rewarded, and that this appointment was given me from an obscure position which I was holding, and in spite of the fact that our President knows all about me.

I take this opportunity to again thank you for the wonderful treatment which I have been receiving from your hands.

Sincerely yours,
E. F.

The writer of the following letter was restored to citizenship through the efforts of our parole officer:

DEAR MR. BOHN: Your very kind and pleasing letter was received this A. M., and I feel confident that this noble document will go a long way toward helping me to obtain my citizenship again.

I shall always be indebted to you for this favor, and can promise that you shall never have cause to regret your action.

Again thanking you, I am

Sincerely yours,
V. P.

A note of acknowledgement from one of the men after he received his absolute discharge:

MY DEAR MR. BOHN: Was delighted to receive final discharge which came in this morning's mail. Also appreciate your compliments for my continued success. Your interest in me which was exemplified by your kindly treatment at all times, was everything that could be expected. I shall never forget you.

With my sincerest wishes for your future health and happiness, I am

Respectfully yours,
P. H.

CHAPTER XI

THOSE WHO ARE LEFT BEHIND

MEN IN PRISON, UNDER GOOD OR BAD CONDITIONS, ARE CERTAIN OF SHELTER, FOOD, AND CLOTHING. THIS IS NOT SO IN TOO MANY INSTANCES WITH DEPENDENT WIVES AND CHILDREN LEFT BEHIND.

The deplorable fact is that in most cases the removal of the breadwinner of a family through his prison sentence suddenly and mercilessly thrusts the family into poverty. Often the pitiful group, composed of mother and several small children, is in bewildered despair, for only too often it is not a family that would under the usual conditions become poverty stricken. When the breadwinner was not yet taken away he was supporting his family. Now, suddenly, all is changed, and the wife comes with her babies to our relief agent, Mrs. Hore, for help. With these stricken people our policy is just as helpful as our funds and our commonsense will allow. We emphatically do not believe that the relief of such a family should be used as a disciplinary measure. While in many instances the wife must go to work it is not necessary that she shall learn the lesson that her present plight has come through her own or her husband's idleness, for it has not. Therefore, we have for many years felt that the prisoner's family, left behind, should be so maintained, through their own efforts and ours, that they may maintain, so far as possible, the standard of living they were following when the man was sent away.

The State has not yet developed its industrial system to the extent that prisoners are paid a wage in excess of a cent and a half a day. This absurdly small amount dismisses at once any consideration of the payment from the earnings of a prisoner of an amount toward the support of his dependents. There is a provision of law, which is in operation in some counties of the State, whereby the children of a citizen, who is serving a sentence of five years or more, can be provided for at the expense of the county. While this to a degree helps those who come within the limitations of the law, it nevertheless does not wholly satisfy the needs of many of these families, and, furthermore, it does not include the bulk of the dependent families, the breadwinners of which are serving a sentence of less than five years. Therefore, the Prison Association is often called upon to supplement the income of families who are receiving an allowance from the county, and invariably it is necessary to provide for those who do not come within the provisions of the Child Welfare statute.

The following are typical cases indicating the distress of those whose loved one has broken the law:

Mrs. G., twenty-six years old, is the mother of two young children. Her husband is serving a sentence of three years in State

Prison. At the time of his arrest, the woman had a comfortable home, but her small funds soon became exhausted. She went to the home of her mother but remained there for a short time only, as the children "were too much bother" to the relatives. The mother was then forced to go to a furnished room with her little ones, paying seven dollars a week. The baby was placed in a nursery while the mother went to work, and the other child, who attended school during the day, was cared for by a stranger until its mother returned in the evening. The woman succeeded for a time and then her health failed and she had to stop work. We arranged for her to receive treatment from a certain city hospital. Later, when she became stronger, we helped her to establish a home; purchase some furniture, and found rooms for her. We are helping the young mother with the rent, and she is managing her home very well.

Mrs. S., a young woman, eighteen years old, called at the office and told her sad story: Three months after her marriage her husband was arrested for robbery, and sentenced to Elmira Reformatory for one year. Mrs. S. thought this was her husband's first offense, when it really was his sixth. (She did not know of his criminal record prior to their marriage). During this time a baby girl was born. The young mother's father took her and the baby into his home and agreed to care for them until the husband was released. Upon his return from prison they set up a little home. He worked but eleven months when he was again arrested for unlawful entry, and was sent to Elmira to serve another term. It was at this time that twins, two girls, were born to Mrs. S., which added greatly to her burden. On account of the husband's conduct, the young woman's father became enraged and would not permit her to enter his home. This, together with many other hardships, led Mrs. S. to believe that suicide was the only way "out of it all." After talking to this young woman, and pointing out a better course, she took our advice, and with the aid given by the Prison Association and another charitable organization, she managed to get along. The husband is home again, working steadily, and doing all within his power to make his little family happy.

The husband of Mrs. F., was sent away for five years. The young woman was left destitute, with one child to care for. She is a cripple and found it difficult to get employment. The woman went from factory to factory, taking the child with her, but on account of her physical condition, work was refused her. Mrs. F. is an experienced worker on gloves and she asked if we could secure some homework for her. We immediately got in touch with a few glove houses in the city and succeeded in getting a little work for her which nets her a small income. In this way she manages to keep her home, the Prison Association paying the rent and buying food.

Mrs. A. During my monthly visits to Sing Sing Prison, I have been chatting with a young inmate whose wife and baby have

been in my care since the time of his incarceration. His crime was bigamy, and he repeatedly told me he would not return to his first wife. On many occasions he asked me to try and persuade his wife to grant him a divorce. I talked to him, tried to show him things in a different light, but he would not listen, always saying he would return to the "other girl." I spoke to the young wife about her husband's attitude, but she refused to think of a divorce. A short time ago the man was released, and after giving the matter serious consideration, he returned to the home of his first wife. By this time, she had changed her mind and did not want him to come back to her. He called at the office and asked me to do what I could to effect a reconciliation between them. Finally after strong persuasion a reconciliation resulted.

Just to show that some never forget what is done for them, the following are a few extracts from letters received:

Note received from the wife of a man who was released from prison about a year ago.

"From one you have been so good to and who can never forget your kindness. Just a token of gratitude for you."
A grateful friend,
R. M.

From a man whose family we have been caring for

"I received your most welcome letter and I was very glad to hear from you and also glad you are so much interested in my affairs. I will never forget you, and I will always do my best to make good."
C. C."

Note received from a child. Money was given by the Prison Association to purchase a winter coat for her.

"MY DEAR MRS. HOBE:—Just a few lines to thank you for helping mother to purchase me a coat. Mother bought me a lovely coat downtown for fifteen dollars, and I am very much pleased with it.

"Thanking you again, I remain

Your loving friend,
J. A."

Letter received from a mother to whom we gave a Thanksgiving dinner:

"DEAR MRS. HOBE: Through your kindness I was enabled to enjoy a most hearty Thanksgiving. Nothing could have made that day more complete than the wonderful box with its many good things to eat. Words cannot express my appreciation of this thought on your part and you may rest assure that every article in the package was enjoyed thoroughly.

Sincerely yours,
H. A."

The following is a statistical statement relative to the work of the Bureau for the Relief of Prisoners' Families for the period indicated:

January 1, 1923, to December 31, 1923.

Families under care January 1st.....	152
Families received during the year.....	174
Cases closed during the year.....	130
Families under care December 31st.....	196
Visits made to families by Mrs. Hore during the twelve months' period.....	1208
Number of men interviewed by Mrs. Hore during the twelve months' period, at the penitentiary at Blackwell's Island, Hart's Island, and in Sing Sing Prison.....	392
Women referred to hospitals for general examination.....	5
Women referred to Bellevue Hospital for treatment.....	1
Women referred to Neurological Institute for treatment.....	1
Women referred to Mt. Sinai Hospital for treatment.....	1
Women referred to Woman's Hospital for treatment.....	3
Women referred to Beth Israel for treatment.....	1
Women referred to Post Graduate for treatment.....	1
Women and children referred for examination, Eye and Ear Hospital.....	6
Glasses furnished.....	4
Women sent to the dentist.....	2
Women referred to Brooklyn Hospital for treatment.....	2
Children referred to Mt. Sinai Hospital for tonsil and adenoid operations.....	4
Children referred to St. Luke's Hospital for treatment.....	1
Women referred to Lying-In-Hospital.....	1
Mothers provided with Thanksgiving dinner.....	93
Children provided with Thanksgiving dinner.....	239
Mothers provided with Christmas dinner.....	78
Children provided with Christmas dinner.....	205
Women referred to the Board of Child Welfare, eligible for allowances for their children, under the State law.....	15

CHAPTER XII

EMPLOYMENT BUREAU

The Prison Association has been for seventy-nine years chart-ered by the State for the betterment both of prison conditions and the conditions of the prisoner. The society is known to lend a helping hand to those released from prison. Therefore, there come to the Association not only men from State prisons, but also men from penitentiaries, workhouses, and even institutions outside the State. They represent in the aggregate the average results of prison treatment, with this exception that those prisoners who by virtue of better social standing prior to imprisonment are well provided with friends, or who have had a good trade prior to imprisonment, less frequently find their way to the Association. Therefore, the jobless men applying for the succor of the society are largely social, industrial, physical, or mental misfits at the time of application.

For those who are discharged from the State prisons in this State the law provides "that the agent or warden of the State prison 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." The clothing that is furnished by the State as a rule is more of a handicap than a help to the discharged prisoner because of its crude tailoring and inferior quality of material. In recent years there has been a slight improvement in the tailoring of the clothing, and a tendency to depart from the uniformity of design. However, for the rank and file of men who come from prison the clothing is a disadvantage to personal appearance rather than a help. Disgraceful is the manner in which prisoners are released from the institutions of the Department of Correction of the city of New York, for the great city makes no provision for the giving of necessary clothing, and therefore it is not uncommon during the fall and winter months to find men released in summer garments.

The discharged prisoner is most in need of a friend at the time of his release. The \$10 which is given to those released from State institutions does not go very far. For those who come to us from the institutions of the great City of New York, without money and without adequate or presentable clothing, there is every need of the assistance which an association such as the Prison Association can give. It is not the aim of the Association, through

its employment or other bureaus, to encourage in the prisoner the thought that he is to get all that he wants in the way of clothing, free lodging, food and money, but it is the aim of the Association to develop in him honorable initiative and self respect, and do everything possible through employment and other means to help him to re-establish himself as a law abiding member of the community. It is in this way that the wise administration of such service acts as a potent factor in the reduction of crime and the protection of society from crime.

As stated above the jobless men applying to this society are largely social, industrial, physical, or mental misfits, and it is just for this reason that a specialized service such as the Association can give through its trained workers, is essential in the performance of this necessary and important public service.

The difficulty, however, is not solely in the make-up of the man who applies for help, but also presents itself in the attitude of those whom we approach, asking their cooperation through the giving of employment.

Some employers are unwilling to receive ex-prisoners on their highly trained and efficient staffs.

An employer would like to give a man a chance, but the employees have grown up in the service, and, as one stated, would not stand for an ex-prisoner working with them.

Other employers are affronted by the suggestion that an convict be introduced into their place of business, their contention being that their employees are hard-working, honorable and reliable, and that therefore under no circumstances would an convict get into their employ, if they knew it.

Then there are those employers who are willing to receive ex-prisoners, but are quickly disposed to lay upon them the blame for anything wrong occurring in the shop or office.

An insurmountable obstacle is that of securing a bond for a man who has had a prison experience. Bonding companies are generally unwilling to take any kind of a chance.

Against such formidable prejudice and opposition it is necessary to appeal patiently and persistently to the employer's sympathy for these unfortunate men, to ask at least one job as a matter of justice to the men, and to point out to the employer that many of these men are making good and that more would make good if given even half a chance.

The substance of the letter presented below is indicative of the type of service that can be performed by the association in putting men on their feet:

"DEAR SIR: Permit me to express my appreciation of the assistance, moral, physical and financial, which your Association has rendered me. Through a cause beyond my control, I was sentenced to a term in the Penitentiary; and on my release I found that all my funds had been absorbed by lawyers, in fighting my case and obtaining my pardon. Not only that but my morale was greatly weakened.

"I was reluctant at first to apply to your Association, as I feared that I would be handled simply as one of a class, and not as an

individual, with a particular case. I found, however, that I was mistaken in this view, as your Association gave particular individual attention to my case, with the result that I quickly got back on my feet, regained my self confidence, and am becoming re-established.

"I am of the opinion that considerable of the good results accomplished by your Association are due to that fact; that each man has a personal individual case of his own.

"I wish your Association a continuation of their successful work, and if in any way I can ever be of assistance in helping you to help some fellow 'find himself,' I will be glad to have you call upon me.

"Respectfully,

E. J. N."

The following citations are further indicative of the needs of men who come from prison and what can be done to help them: Mr. R., thirty-three years of age, married, has a wife and two year old child.—Bookkeeper. Served nine months in the penitentiary for grand larceny.

On release Mr. R. was willing to take any kind of work that would enable him to earn enough to support himself and family. While he was in prison his wife worked in a dry goods store. She is not overly strong, and the fact that she was compelled to do this weighed heavily on Mr. R's mind.

It took us about a month to satisfactorily place Mr. R. In the meantime he had several odd jobs, longshore, and once in a factory, but this latter work he had to give up because of a strike.

Mr. R. has continued since November 12th in the last job secured for him and feels very well satisfied with the opportunity which it presents.

Mr. E. on parole to the Prison Association.

Is a second offender having served altogether about 5 years on the charge of breaking and entering. He has plenty of acquaintances in New York City but, as he says, they are of the kind that would be likely to hurt him by association than help.

A job was secured for him in a foundry on October 3rd. Since then he has worked steadily, not missing a day. He has a room in a section remote from his old neighborhood and is cultivating a new set of friends and regularly, since his first pay, has put aside about \$7.00 weekly. Although the work is very hard, and there is considerable overtime, he appreciates the opportunity given him to make good and apparently enjoys it.

Mr. E's present plan is to save enough to enable him to go into some small business and then marry the girl of his choice, who has given her consent.

Mr. L. came to us after spending 100 days in the Workhouse for possessing drugs. He frankly admitted that he was an addict but was anxious to break the habit.

In talking with him we suspected that he might also be suffering from tuberculosis. Before undertaking to find a job for him we followed the usual procedure in such cases and arranged for a physical examination. The doctor's report which followed in-

dicated that the symptoms we noticed were due to a bronchial condition and were not infectious. While we were waiting for the examination and pending his placement at work, and even after until he received his first, it was necessary for us to provide him with lodgings, meals and money, as well as some clothing.

He has continued to work at the job we got him and comes in to see us at regular intervals to show that he is still keeping his promise and not resorting to drugs. He has refunded part of the loan we made him.

The statistical information relative to the Employment Bureau is as follows:

January 1, 1923, to December 31, 1923.

Total number of men interviewed.....	1068
Number of different men referred to places of employment..	545
Actual number of men placed.....	376
Number referred but who did not report as securing employment	169
Number referred to other agencies.....	57
Total number of interviews.....	1665
Number of interviews re employment.....	629
Number of interviews re relief.....	766
Number of interviews re advice.....	270
Total number of men receiving relief.....	635

CHAPTER XIII

PRISON SUNDAY

Prison Sunday grew out of a meeting, called by the Prison Association of New York, held in February, 1844, and attended by over three hundred clergymen of all religious denominations from all parts of the State. The object of the meeting was the discussion of the relation between the Christian churches and the criminal. Addresses were made by some of the most distinguished clergymen in the State. The following resolution was passed:

Resolved, That we heartily approve of the purpose and work of the Prison Association of New York, and most earnestly commend it to the consideration and support of Christian churches throughout the State.

Resolved, That we hereby recommend each of the churches throughout the State, upon one Sunday in the year, to consider the relation of Christian people to the reformation of criminals.

And we further recommend that a committee of this body be appointed by the chair to fix upon a Sunday for such consideration, and to give notice of the same to all religious societies throughout the State.

The committee was appointed and the 26th of October, 1844, was fixed upon as a suitable day for Prisoners' Sunday, and a circular was issued and sent to all churches throughout the State. In this circular, it was recommended that on the day named, "the churches throughout the State, in their services and sermons, give prayerful consideration to the duty of Christian people toward the criminal classes; both those who are in and those who are out of prison."

Year after year the Association has issued a call to the ministers of the State to observe Prison Sunday. In 1923 Prison Sunday was observed in three hundred churches within the city limits and two hundred and thirty churches in other parts of the State. By this means the message of sound prison reform is brought to the attention of many who otherwise would not give thought to the many problems relating to crime and the delinquent. An examination of literature on the subject of prison reform will disclose the repeated complaint of public indifference and public misunderstanding relative to crime and the criminal.

The designation of one Sunday in the year as Prison Sunday was approved by the National Prison Association (now the American Prison Association), at its meeting in 1889, with the result that the observance of Prison Sunday spread throughout the nation.

CHAPTER XIV

FOREIGN VISITORS

The Prison Association acts as a clearing house for advice and information. This free clearing house endeavors to furnish advice and information on prison, reformatory, workhouse and jail administration, the construction of penal and correctional buildings, and in general on the treatment of the offender both inside and outside of the institution. In addition to correspondence with those interested in the treatment of the offender in this State, in other States, and abroad, the Association is called upon and gladly serves in introducing and directing visitors who desire to inspect courts, institutions, etc. During the year such service has been extended to visitors from the Virgin Islands, the Philippines, Cuba, Mexico, the West Indies, China, England, Switzerland, Germany, and Japan.

Especially interesting is the extent to which the Japanese government is proceeding to observe and learn of the administration of criminal law and the administration of penal and correctional institutions in this and other countries. Following the visit of Mr. Y. Matsui, Secretary of the Department of Justice of Japan, and delegate to the International Prison Congress, arrangements were made whereby Mr. Albert Daijro Oi, was designated as a special student and observer of the methods employed in the treatment of the offender in this country, and in that capacity was to act as the special agent of the Department of Justice of the government of Japan. Mr. Oi makes his headquarters at the office of the Prison Association. Included in his duties is the visitation of penal and correctional institutions, the guiding of representatives of his country to the various parts of the United States, and the collecting and sending of literature to the home office. It is gratifying to present the following communication, received from Mr. Oi:

"MY DEAR MR. CASS: It has been entirely through you and your Association that I have been able to collect considerable data relating to the problems of crime and the treatment of the offender, and have also been able to visit courts, reformatories and prisons, and study their methods of administration.

"Mr. Y. Matsui, Secretary of the Department of Justice of Japan, and delegate to the International Prison Congress, just as he was leaving Europe for this country sent me a telegram suggesting that I get in touch with the late Dr. Koren, the United States International Prison Commissioner. This I did, and subsequently Mr. Koren advised me to keep in touch with your Association.

"The study of crime and its treatment is a difficult and perplexing one and is still more perplexing when one is required to undertake it in a foreign country. Through your suggestions and introductions I was able to conduct Mr. Matsui and his Secretary, Warden Kawabe, to your local courts and penal and correctional institutions, and was

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FOREIGN VISITORS

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thereby also able to render the same service in other States. Mr. Matsui wrote me a letter from Chicago, after his experience in New York and some of the neighboring States, expressing his gratification over the satisfactory contacts that he was enabled to make. He was confident that he had learned much, and would carry home with him valuable information that would enable him to undertake the development of the prison system in our country.

"Your Association is not only important in the improvement of this prison system generally, but also in the part it plays in dealing with the discharged prisoner. During my frequent visits to your office I have had ample opportunity to become convinced of the importance of this after care treatment. These humanitarian efforts should be employed by the nations of the world.

"As you know, the Japanese Parliament and Lower House passed a bill establishing the jury system in Japan, thereby registering a notable event in the history of my country. The system will not be put into operation until the Committee, the members of which visited here during the summer, makes its final report. In connection with the visit of that Committee I am instructed to express the gratitude of its members for the helpful service rendered by Mr. George W. Wickersham, Chairman of the Executive Committee of your Association. Through his kind interest it was possible for the Committee to make helpful contacts and observations, not only in New York City, but in Boston, Washington, Philadelphia, and Chicago. I am heartily appreciative of your kind attention and the many favors extended to me since my appointment and during my frequent visits to your Association.

"Most respectfully yours,

"(Signed) ALBERT DAIJRO OI.

"In Charge of Research for Department of Justice of Japan."

CHAPTER XV

COMMITTEE FOR THE STUDY OF MUSIC IN INSTITUTIONS

As pointed out in our previous Annual Report, Dr. O. F. Lewis, the late general secretary of the Prison Association of New York, was conspicuously identified with the formation of the Committee for the Study of Music in Institutions, and since his passing the Association has continued its warm interest in the activities of the committee. During the year Mr. C. M. Tremaine retired as chairman, and Dr. Mason Pitman, Superintendent of the Colored Orphan Asylum, Riverdale, New York, was elected as his successor. Mr. Lee F. Hamner, Director of Recreation of the Russell Sage Foundation, New York City, continued as secretary of the committee, and Mr. E. R. Cass, General Secretary of the Prison Association, served as treasurer. The other members of the committee are Mrs. Frederick Almy; Miss Eloise A. Hafford, Superintendent, Wayside Home, Valley Stream, Long Island; Mrs. H. Hobart Porter, President of the board of Managers, Wayside Home, Valley Stream, Long Island; Dr. William C. Sandy, Director, Bureau of Mental Health, Department of Public Welfare Harrisburg, Pennsylvania, and Mr. C. M. Tremaine, Director of the National Bureau for the Advancement of Music, New York City.

The purpose of the committee is purely of an investigating and experimental nature, rather than that of proving or demonstrating any predetermined theory.

There are indications that music may be used to advantage in the treatment of the insane, the mentally deficient and the delinquent. It has become increasingly apparent that music is of far greater importance in the care and education of the various classes of unfortunate inmates of public and private institutions than has heretofore been realized; that greater knowledge of the relation of music to conduct is essential to the efficient administration of our corrective institutions; that greater knowledge of the therapeutic influence of music would be valuable to our hospitals and our convalescent sanitariums; that greater knowledge of the effect of music on those suffering from mental disorders and on the definitely insane would result in benefit to those afflicted in this way; and that in general, music can render a great service at small cost to all those whom society at large has been given the responsibility of caring for and trying to help.

It is the committee's purpose to test the value of music in the various institutions; by its direct effect on individuals, by its effect on groups, and by the appraisal placed upon it by the authorities of the institutions; furthermore, to develop plans and

programs which will enable administrators to incorporate music with the routine activities of the institutions.

During the latter part of the year Mr. van de Wall extended his activities to the State of Pennsylvania, where wider opportunity for experiment was available. It is expected that exceptional results will be obtained by Mr. van de Wall in his new field of activity. Presented below is his report to the committee for the year 1923:

MUSIC'S MISSION IN CORRECTIONAL PERSONALITY RECONSTRUCTION

Report on experimental studies with music as a character formative and improving agency in some of the correctional institutions in the State of New York.

BY WILLEM VAN DE WALL

Director of Committee for the Study of Music in Institutions.

Introduction

In closing in New York State my experimental studies in the utilization of Music in Correctional Institutions for character-forming and character-improving purposes, I beg to submit to the Committee for the Study of Music in Institutions my findings and final recommendations. These will be divided in to three parts:

- I. Concerning institutions for the so-called juvenile incorrigibles — Parental Schools, etc.
- II. Concerning institutions for the so-called minor offenders — Reformatories, etc.
- III. Concerning institutions for the so-called major offenders — Penitentiaries, etc.

I. MUSIC IN THE JUVENILE DETENTION HOME

A criminal career is just as much the product of habitual trends as is a virtuous life. And for this reason it depends in most cases upon the initial environment as to which of the two sets of habits our youthful citizens will acquire. We are born with tendencies to go both ways. Many of us indeed manage to zigzag both ways all along life's way, being neither very good nor very bad. Some can walk only one of the two ways — head straight away toward trouble — and a few of these the older generation locks up in the Juvenile Detention Homes. Often this is done by the relatives themselves in order to get rid of what is too frequently the miserable product of their own miserable ways of dealing with each other and with life's difficulties. The terms Father, Mother, Child, Brother, Sister, Uncle, Aunt, are age-old wonderful words, symbolizing to the sentimental armchair dreamer the most tender and delicate feelings, dispositions and relations. The untiring laborer in the vineyard of domestic entanglements — the social and correctional worker — knows how lamentably short the bearers of these honorable titles of domestic closeness in many a case fall.

In other instances it is the police or the injured party who assigns the so-called incurrable to the place where "justice" will be meted out to him or her. The only justice which can be meted out to such a poor rookie, already downed in the initial battle of life—which is to so many an endless Armageddon of the I with the I, the I with the family, both older and younger generations fighting each other like hell hounds, the weak I with the strong forces of nature, the lone I with the crowds of enemies—the only justice to be meted out to such a youthful struggler is to the remoulding of his unfavorable first habits into personally and socially beneficial ones. The ideal, and perhaps the only, place where such justice could be rendered is the harmonious, ethically cultured physically and mentally hygienic home, of approximately the same social status as the foster child, consisting of a father and mother with several children, giving a good example of these representatives of the next generation as loving husband and wife and strict parents, teaching and building up health—and happiness—creating habits in an harmonious home atmosphere of peace and beauty. A peaceful home is the abode of a group of people not torn asunder by endless conflicts. A home atmosphere of beauty is a general home situation where the various aspects and conditions all breathe balance, proportion, order and symmetry and affect the senses in a cultured, pleasing way. This involves the social home relations no less than the material equipment. The complement to the "House Beautiful" in the "Home Beautiful," the shrine of perfect human relations. Lacking this, the most beautiful house may represent a veritable hades or hell.

The pervasion of the element of beauty throughout everything relating to human life was one of the fundamental principals of classic, especially Greek, culture. This is sadly neglected in the present-day general education, which is primarily utilitarian. The acquisition of material possessions, of power in all forms, and of fame, has gripped in such a way the human race that the intellectual training has been narrowed down to the servitude of these three forms of the gregarious instinct. The human family has suffered from this condition more than any other institution. Thousands of people intimately related do not any longer know how to spend the time at home with each other, how to fill in the yawning abyss of emptiness of existence during the dreary sessions of sitting together without mental occupation or stimulation. More and more they flee the Saharas of their private lives by taking refuge in the oasis of the "movie" and the dancehall with their make-believe realities. The reveling in the emotional sham propositions of the silver screen, the physically and socially compromising conduct of the somnambulistic dream dancehalls, evening after evening, year after year—this all comes down to the first—and secondhand living out of egoistic hedonic desires. It degenerates the human being as a conqueror in the struggle for existence, because it deteriorates his power to enjoy life in full through the elements available in every home, inasmuch as it lessens the

power and ambition to raise and educate children and establish and maintain families in a balanced, happy and satisfaction-giving way. Hence all these court cases, these overfilled clinics.

If the constructive home cannot be found where the higher aspirations of the child's soul can be nurtured, then there remains nothing else but the institution for juveniles, a deadening affair indeed for the development of home-making qualities, but better than the shipwrecking influence of the sordid place where quarrels and vice and misunderstanding and hate chased out peace, virtue, understanding love, happiness and health. A child has the natural tendency to love everybody he associates with. He cannot understand differences, and loving all the contending parties making up his close environment, his personality splits into as many parts as there are antagonists. Craving for tenderness, he is severely wounded when repelled by the objects of his love and social attention. From sheer pain he shrinks into himself, and to be protected against further misery he often turns from that which he desires most and becomes anti-social, unmanageable, incorrigible. Instead of welding into a homogeneous harmonious being, his various trends disrupt his personality and he becomes unbalanced, self-contradicting, in many ways. Self-defence by flight or attack becomes his habitual response to the home propositions. When ushered into the institution he is a veritable armed motor car, on the warpath against himself and everybody else.

Or he comes in as a tyrant. His instinct of self-preservation, of self-assertion, drove him from babyhood to master everybody and everything coming within the radius of his cradle. And lack of insight, and often also of real interest and love, let him have his way. His parents became his serfs in their damaging weakness. They allowed him to fall a victim to his own egoism by tolerating him to boss everything. But the people outside the house did not like nor stand it, and the miserable victim of lack of discipline, self-restraint and guiding love, not understanding the least bit his own situation, eventually becomes an inmate of the place of segregation, where society hoards its educational miscarriages.

The Function of Music in the Juvenile Institution

What can Music do to help in the reconstruction of these dynamics of false habits and wrong notions, of strong cravings and poor methods? Much—very much, as I shall endeavor to show.

No matter how well regulated an institution may be—and thank Heaven, despite all bad things said about it, many wholesome habits are certainly ingrained there into the lives of the youthful inmates—the element of tenderness, which really no child nor human being of any age can miss and have a happy development, cannot flourish there, where mass methods have to be applied to handle the crowds. The essential difference between the home and the institution is that the first only can give that which the other is not able to yield—very close personal contact by the governing and educating mentors. A child needs personal

attention for the development of his finer and subtler personality. He needs a healthy but warm fondling, which is a form of nursing, that he may give out later what he once drank in — nursing attention to others. He needs a discipline, that is, a system of good habits, in his emotional life. He must learn to appreciate the beauty of a moderate, cultured, well-chiselled emotional self-expression. He must learn to moderate his intemperate selfish desires and transform them into pleasing qualities, in part by restraining himself and in part utilizing in wholesome activities the initial force which drives him to seek pleasurable sense and faculty satisfaction.

And Music, as the freest of all arts and perhaps the most universal fine art, is one of the great means to the attainment of these ends. Being at one and the same time fundamentally an outcrying release of pent-up emotion — the craving to act — and a severe discipline of very formal expression along lines of traditional technical skill (which is always a compromise between free will and social restraint), musical training can help the youthful victim of inharmonious, ugly, unbalanced wild habits to acquire through its technical training day in and day out, year in and year out, a set of habits imposing self-restraint, moderate behavior, teamwork with all the others, or with any small group designated to achieve in close co-expression of the same feelings a task of beauty and perfection — all of which satisfies both one's self and others, so that one is both giving and receiving pleasure at one and the same time.

The youthful inmate needs the sensation of the caresses of tenderness. Music gives this to him in the form of delicate tonal sensations. Opening his auditory understanding for the subtleties of a Schumann, a Debussy (to rise at once to the finer types of art), means getting him attuned and accustomed to appreciate, select and prefer sense-experiences of a high intellectual and emotional level. His taste will form on the same level, taste being the habitual preference for and the selection of a certain object of desire.

Nature has endowed the child with a mechanism to acquire skill without going into details of the why and the how. That comes later. This mechanism we call the power of imitation with its corresponding inclination to use that power. A child accepts in a few years by imitation, standards of taste and conduct which it took humanity millenniums to develop — habits of all sorts, which the parents and the older folks around the child acquired during a lifetime or in certain periods of their lives. He imitates not without adding his own personal element, and develops new sets of habits, which are the products of his own responses to the proposition he is placed before.

His character, which is the mental picture his environment receives of his habitual, natural and educational traits, as they harmonize with or distinguish themselves from the qualities and peculiarities of others, is partly made up of three sets of habit-

systems: (1) that acquired from his progenitors in general; (2) that from certain individuals in particular in his environment; and (3) those he formed on his own account, so to say, under the influence of the first two combined. In analyzing our life history we will all find that certain people we met in the formative period of our lives had a mighty influence on our habit-forming. We not only felt enticed to do all they did, but we considered this to be our greatest duty. These people, whether we read about them, heard about them, or met them in the flesh, decided to a great measure what we were to become. We were strongly attached to them largely on account of the happiness they created in us by being able to arouse within us the loftiest emotions, thoughts and plans, by proving to us our own wonderful possibilities and the general or particular beauty of life. They gripped us on account of the esthetic impression they made on us, whether they actually represented esthetic ideals or other vista. During the first ten years, our primary business is to obtain impressions of all kinds. These early impressions become our life's material. The habits of looking out for certain types of impression and of obtaining satisfaction by receiving a certain type of preferred impression form themselves too. Our preferences constitute in many a case simply the customary things from childhood.

Training the Habit of Receptiveness

Music in juvenile institutions, outside of introducing the joy of experiencing tenderness in the form of sweet sound impressions, introduces an agency of self-discipline in a pleasing form. The joy of life consists primarily during the first ten years in rehearsing and practising the five senses and the physical faculties. Hearing, seeing, smelling, tasting, feeling, eating, drinking, shouting, clapping, throwing, kicking and running — these are the child's daily pastime and delight, — self-expression in activity.

But self-restraint for the sake of the welfare of the group and ultimately the self, in order to observe something else than just momentary expression of the self in the most direct way, is a habit which has to be taught by imposition of others. It is the first submersion of the I for the sake of All. How many juvenile cases have been taught that great virtue of life, which often later is our only salvation in the great trials of life?

To impose on children self-restraint just for the sake of self-restraint is too direct a method, unnatural and causing misunderstanding and dissatisfaction, because the mind keeps constantly busy, even when the body is motionless. The introduction of music in a period of from twenty minutes to half an hour of self-restraint teaches the children that one gains by being passive for a while, and when repeated at regular intervals it develops within them the habit of being at certain moments ready to receive impressions of something beautiful. The wish, to be surrounded by esthetic stimuli slowly formulates itself and becomes a motivating power in the decisions of future actions.

From a group-disciplining point of view, we have the large group of noisy children tuning down for the sake of listening to the tiny voice of one little child or the soft vibration of a violin tone, thus learning to modify its conduct as a group and subject itself to the tender proposition of beauty as offered by a single individual. The eccentric, showy, attention-demanding child is aesthetically coerced to find satisfaction and happiness in doing just the same as everybody else, if it is not to forego all pleasures by standing out in its own detrimental ways. Experience has taught that even very little tots of three and four years are perfectly able to restrain themselves in order to enjoy performances of all kinds.

If the resources of the institution permit, it would be well to accustom the children very early to listen politely and attentively to periodical miniature concerts, lasting at the start for a minimum of twenty minutes. The power to perceive grows only with the increasing faculty to conceive. And that is a part of child training. Conceptions are products of mental penetration. A classical example is that of the three men looking one after the other at a chair. The first, an upholsterer, noted by force of professional habit only the merits of its fabrication. The second, an historian, reveled in the days long gone by, of which this chair was a lone survivor, the chair to him being a testimony of historical facts. The last man, an easy-going "lounge lizard," seated himself in the chair, and not finding it comfortable enough to his fancy, rose from it in disgusted fashion, declaring it a misfit. Here three different habitual reactions were demonstrated through one and the same stimulus.

Causing a child to sit motionless in the presence of music does not suffice in order to focus his intellectual attention upon the music, because it is only through the exercise of the intellectual faculties that we broaden and intensify our grip on the surrounding realities. In addition to his purely mechanical sense-impressions, he has to get used to obtaining at the same time the mental concepts involved in the presentation. That is why the music-appreciation work is of such importance. And it must be said that the Victor Company has undertaken a wonderful educational campaign in venturing to publish its music-appreciation courses, which even comprise initial courses for little children. Granting that these courses are in several instances one-sided and do not measure the goods out in just the way many people would like—after all, the Victor has not only met an existing need but has created an enormous opportunity for the musical development of those who are not in position to engage teachers on the subject.

The ability to learn is greatly enhanced by presenting the subject-matter in such a pleasing form as executed music. The trouble with most of the music training has been that it was presented to the primarily sensorial child in a theoretical, abstract form. Teaching musical principles, therefore, not as a kind of abstract mathematics, symbols on paper, but as straight sense-experience,

by confronting the pupil with the thing itself in living form, is the most striking home method in dealing with children of really any age. Babies do not learn to understand the significance of language nor its practical application in speech by theoretical but by actual contact with language. And so with music, which is simply a type of extremely specialized language on an emotionally refined basis for the sake of calling awake corresponding emotions in the listener. Teach the child and get him accustomed to drinking it in to satisfy on a high plane desires for emotional experience, and he will cherish his feelings on musical patterns, which are patterns of strict proportion, balance and order.

A musical behavior is, esthetically conceived, a highly disciplined, harmonious and pleasing behavior. It is essentially socializing. The importance of being silent for the sake of the performer, and also for the sake of the other listeners, all develops the power of receptiveness, also of adaptiveness, and creates the habit of being silent, attentive and appreciative, if not reverential, in the presence of Beauty, which is the revealed presence of Perfection in form and energy.

Inasmuch as the craving to enjoy the beautiful is nothing else than the longing to experience that which is perfect, the presentation of the perfect, the beautiful, in the form of Sound, called Music, permits the personality of the young child to make the desire for the beautiful and perfect a part of his habitual trends and individual characteristics. At the same time, it is a heavenly star guiding his emotions upward in the direction of the sublime,—what he badly needs, when later on in life he will have to make emotional adjustments caused by physical stimuli, which can be of a beneficial type only if he is already accustomed to seek for the highest in emotional experience along esthetic lines. Then the habit of experiencing and finding satisfaction only in the beautiful makes him shrink back from the low, the vulgar, the coarse—unbalanced, unproportioned and disorderly as these are.

However, pains must be taken during the character-formative period that the esthetic requirements learned for purposes of appreciation and application in the field of music and the other fine arts will also be understood and applied in the field of ethics, or daily conduct, where those same principles hold just as true. The principles of perfect adjustment or action apply as well to all other functions of life as to the artistic ones. And it is wonderful to witness how the child grasps this, closer as he seemingly stands to nature, to the heart of things, than the sophisticated older being, astray within himself.

With the assistance of anyone who loves music and loves children, even though he has had no technical training, the institution which houses juveniles can give perfect courses in music-appreciation. The love for both music and children is, however, a first desideratum, because it is that particular attitude of the per-

sonality which we call a disposition to love which gives the emotional insight into what is needed and is not needed in the course. The intellectual or professional insight can be obtained by using any textbook of music-appreciation, be it published by the talking-machine companies or otherwise.

Phonograph, player-piano, re-enacting piano, radiophone, constitute a veritable battery of resources which may be resorted to, if competent players or occasions for witnessing musical performances fail,—and that is mostly the case with institutions, especially the financially restricted and the out-of-the-way ones. One advantage an institutional child often has above a private family member is, that the means of the institution usually surpass those of the individual family, and the expense of supplying music to one thousand children is just the same as supplying it for one or two children.

The problem is to make room for these music-appreciation courses, both in the mental attitude toward them, and in the actual school curriculum, and also to make it an executive habit to have these courses given. It is sad to note how often the gray matter of the incarcerated is more impregnable to educational suggestions than are the brains of those who are supposed to guide them. In the latter's case also it is a question of habit and of lack of receptiveness.

Training in Constructive, Habit-forming Musical Activities

Independent of the consideration of whether a child will or will not ever become a professional, the musical training—provided it is used in a general system of education based on the same principles—will prove extremely useful to the growing character not only for musical but also for general habit-forming purposes.

A singing class is the most essential and primary activity in this line. The rehearsing of simple rote songs by the younger children and also by the older, taught phrase by phrase by pure imitation, is the most classic and the most effective way. All music memory work is an elaborate learning by rote. The children have first to acquire the habit of singing little songs, just for that, because they do it of themselves. It is an inborn habit. Don't deprive the institutional children of that privilege. What, however, has to be taught to them directly is the proper use of the voice, avoiding yelling as well as mumbling. Correct methods of breathing as well as of speech, and it is through and in songs that many a stammerer or otherwise orally handicapped child finds power, opportunity, and exercise to overcome his defect and chime in at the same rate of speed and efficiency as the other children. The group effort seems to have a dynamically stirring influence on the lagging forces of the lone individual.

Not the straggler only is benefited by musical group work, be it instrumental or vocal, but that super-eccentric being, found in

every institution and also outside,—the over-active, self-assertive personality who misuses every opportunity to show off in never-mind-what-way—is beneficially toned down in his efforts and tendencies to come into the limelight at any time and any place. Here is the little boy whose harsh, domineering voice is always heard telling wondrous things about his extraordinary self. His self-worship is simply drowned in the sea of sound created by all the little singers. If he stands out by doing any kind of thing outside of that which is expected from everybody at the same moment in the same way in the musical exercise, he eliminates himself from that which he inwardly likes so very much, and the wonder happens—what any other disciplinary method failed to achieve: he tunes down, and behaves most properly.

The submission of the I to the promotion of the welfare of the All—that is what musical discipline continuously asks: but it is no repression, simply a modification of self-expression, a sublimation, because in submitting the self to the group effort one becomes a vital part of that wonderful organism the group, in which the individual can reach out to an artistic and energetic height which he can never reach alone. And that is pretty keenly felt, even by the most unruly personality. Half an hour of daily communal singing welds the institutional group into a living unit and creates a sense of belonging together, and of loyalty to the principles voiced in the song and to the institution. The songs selected for this purpose may be seasonal, or have some other social significance.

Classes in formal music teaching, from note-reading on to sight singing and corresponding choral work for older groups, will subject the pupil to esthetic drills which are very severe in regard to quick mental and physical co-ordination, quick observation, judgment and response. At a certain second a certain note has to be recognized in script and produced vocally or instrumentally in a very decided, particular way. Think of how much attention and quick skill this asks. Moreover, it calls for an emotional self-control for the sake of systematized emotional self-expression. The great difference between unesthetic emotional outbursts and the rendition of emotional climaxes in artistic expression is that the first are characterized by the total abandon of intellectual control, while the latter are entirely built up in form and functioning by esthetically-inspired principles and dynamics, in a wonderful marriage between emotional intentions and power and intellectual guidance.

In teaching the institutional children sight-reading we equip them with an esthetic power which will make it possible for them to acquire musical knowledge and occupy themselves musically without being dependent on the assistance of others.

As to textbooks, there are so many splendid books on note-reading and sight-reading that it would be an injustice to the many to recommend a few. They may differ in details, but good musicians have been produced by all of them.

Chorus and choir singing give, in addition to musical appreciation, a first-class character-equipment for institutional charges. Outside of this it will give them the benefit of having a quality and technic which will come very handy when they leave the institution to associate with ordinary groups gathering for worthy purposes, also for the establishment and successful running of their own home. It takes a well-equipped human being after having been institutionalized for many years to find his place among men in society.

It is self-evident that the preparation of concerts, operettas, and like occasions is simply a development of the work indicated here, and is calculated to have all the added effects which more intricate work with a specific goal and limited objective in view has on institutional folks. Everything which stirs the imagination and is then materialized by being translated into plans and those plans into an outward reality, develops the personality so that it may cope with difficulties and overcome them. Day dreams are only bad if they lead to nothing, but when they invoke fruitful plans, then they are welcome. A child's stirred imagination pushes him ahead and puts him to work.

It is the inspiration coming from an imagination stirred by the experiencing of beautiful tone-successions which drives us, with the majestic sounds still ringing in our ears, to do deeds which worthily correspond in their esthetic grandeur. And in our youth we need such inspiration. How many young men and women have the beckoning celestial vision of a great life's mission before them as they pass from adolescence into maturity? Are not most of them mere drifters, who content themselves already in that golden age when they if ever should be "followers of The Gleam," with what the very day brings, if it merely satisfies the direct material needs? The habit of training the mind along the lines indicated by the great men and women of history in their own stirring examples cannot begin too early, and the basis of this must be laid before the tenth year. Nothing brings us nearer to the inmost soul of the great genius and the sweeping energies which moved him and expressed themselves in his work, than does the drinking in of the master-works of the immortal musicians, waking us up and causing us to live upon the emotional fervor of their stirring rhythms, discovering for us the delicious sweetness of life in their enticing melodies, and the fullness of human sensation in the richness of harmonic construction. Music is a bold interpretation of the universe in all its wondrous aspects through the medium of sound. And he who becomes accustomed in his youth to drinking inspiration from that source, sips of the well of life itself, and long before he realizes what has happened he acquires the habit of dreaming and planning and working, feeling and thinking and acting, with a Beethovenian depth and a Wagnerian impulsiveness and splendor of youthful attack, with a Mozartian cleanliness and clearness and optimism and elegance. In his habits will be reflected something of the refined gentlemanship

and romantic candor of a Chopin, while in his dealings with other people he will show himself imbued with the royal spirit of the early Schumann, who seems in the pace of his compositions to be still storming on with us in the battle of life.

How many institutional children have an opportunity to make first-hand acquaintance with, and form the habit of moulding themselves after, the inspiring example of a genial leader? It is in music that these greatest of the great can become the daily councillors and standbys of those who need this most,—the institutional youth, requiring inspiration just as truly as food, clothing and shelter. The last three items provide only for the day of dependence, while the first prepares for an independent future.

Individual Training

There is much poor dilettantism rampant in institutions as far as music work is concerned. The average crowd seems not to be able to reach beyond mediocrity, regarding the fox trot as its daily goal and one or other medley as its apex. The technical knowledge does not march one step further. Small orchestras and bands are built up on all forms of music-making. From a social point of view they stagnate progress, unless perfected in a professional sense.

The decidedly talented musical institutional child ought to have an opportunity to develop along professional musical lines no less and perhaps even more than other children. The reasons are many, among them: (a) A musical professional training does not require any more time than any other training; (b) no good musician is without a living income in the United States; (c) there is still a great lack of good musicians outside the usual music centers, such as New York, Chicago, Boston; (d) the institutional child has often to battle with neurotic traits, psychopathic handicaps, and moral issues which, when not outbalanced, overcome and rendered harmless, may develop into life-destroying agencies, disrupting the personality and deteriorating the character by driving to compensating actions of social inferiority, leading to so-called criminality and insanity, chronic moral and mental sickness.

The immense importance of the beautiful arts, music especially, is vested in their power of giving the unbalanced pathological individual an outlet in the form of mental and physical occupations and forms of self-expression for some of this over-supply of emotional energy. In teaching music to an institutional inmate one teaches him a therapeutic method for gaining and maintaining a mental equilibrium through sublimated working off of pathological energies. In giving specific musical training to a youthful institutional charge, one teaches him eventually a good profession; secondly, a technic of socially beneficial emotional control and expression, and lofty social mixing.

I recommend, therefore, for the sake of developing within the institutional boundaries young citizens trained in mental and

physical endurance, optimistic and resourceful expression, conscientious and pleasing social intercourse, responsive and frank attitudes, and self-controlled and yet genuine, enthusiastic emotional life, a general as well as a specific musical training, as an inexpensive, practicable and fruitful personality builder.

II. MUSIC IN THE INSTITUTIONS HOUSING THE SO-CALLED MINOR OFFENDERS ABOVE SIXTEEN AND UNDER TWENTY-FIVE YEARS OF AGE.

Coming to this older group of the young offenders, the problem of character-reconstruction now looms up in its full significance and commensurate complexity.

In the case of the juvenile offender we may talk about formation and building up, simply impressing new stamps and chiseling new characteristics on the young personality, still mouldable as fresh wax. But now with the minor offender between the ages of sixteen and twenty-five, we face barriers to be broken down, consisting of already formed habits, ingrained tendencies of a desultory nature, offering tenacious obstruction, not because they are bad, but simply because they are habits. Ask any person to change any habit and you invite him to a disagreeable wrestling match between his initiative self and his mechanical self, and the latter is a formidable antagonist, bringing automatically into the conflict as a link in the mechanism the entire system of habits which make up the functional personality.

A personality, then, is a system or machinery of interknitted reactions to inward and outward stimuli, the one starting off the other, with room for a number of variations in response, depending on other mechanisms like judgment and so-called free will—a misnomer for a mental trend pretty well conditioned and ruled by a triumvirate of energetic, psycho-physical, social and circumstantial limitations.

The minor offender is simply the incorrigible or delinquent child in a later stadium, not sufficiently treated and remoulded,—in many a case not treated at all, or further misformed by mistreatment. We find in him or her a personality of many good habits, but at the same time endowed with manners and methods injurious to the public welfare and above all to his own personal welfare.

We face the problem of how to reconstruct such a personality, that is, break down the obnoxious habits and replace tendencies and practices of dishonesty, lying and theft by honest methods of correct valuation and respecting of truth and property, substituting industry and homing for loafing and roving, ethical and constructive sex-life for commercial and destructive prostitution, civic virtues for incorrigibility and lawlessness—all habits, demonstrating their existence in certain re-arousing single or repeated mal-adjustments or misdeeds.

To expect music to effect these wonders is equivalent to invoking magic and giving notice of neither sensing nor understanding the human being and the significance of music. We cannot mend broken bones with music, nor change with sound-successions the natural laws governing the chemical processes, which either construct or decompose the various components of the body. The myriads of bacilli populating the physique of a tubercular, cancer or venereal disease sufferer do not commit race suicide or migrate from the sufferer at the sweet command of a Pan's silver-strained flute. Nor does the feeble-minded boy or girl acquire by playing in a band or singing in a chorus that which nature never gave him—a full-functioning brain; nor does it turn the psycho-pathological being into a mentally helpful one by the exposure to air concussions bumping up against his ear-drums, making on his mind the impression of music. And many a liar, thief, vagrant, and prostitute developed into what they are through all the pathological trends just enumerated.

Therefore, if music is to do something, it can only do its share in conjunction with other therapies, each in themselves aiming to reconstruct that part of the total personality which they can reach. First comes the reformatory psychiatrist. He is an essential in every place of correction, and without an experienced criminological psychiatrist all so-called reform work remains but amateur and even occasionally criminal dabbling with human destinies, whether the institution houses two or two thousand charges. The psychiatrist will directly welcome music. Why? We have seen in the first chapter that music makes for direct and continued concentration of attention, and induces to self-restraint and socialized self-expression, by reducing or increasing the functioning of the personality to the level of socialized good conduct causing by frequent repetition the habit to accomplish this.

Now with the youth around twenty music does all this just as well as with the child, and perhaps even in a more intensified way, the arousing and satisfying also the mature emotions developed in the 'teens. Though he is harder to reach than the child and is often already of an obstinate, repugnant behavior, music still appeals to him in its old caressing tenderness-giving and tenderness-yielding way. If there rests one curse on institutional life it is the doom of being as an individual reduced to the condition of a herd animal, and without close normal associations of tenderness, being all indiscriminately massed together on account of inferiority.

One girl said to me, "When I came to the institution I had committed one foolishness. When I left, I was versed in every detail of technique needed in the underworld. Many of us behaved well only because it was the easiest way to manage the too easily led 'officials.'" This shows how superficial and ineffectual the present haphazard, opportunistic methods of reform are, and how the deeper mental habit systems were never touched, much less retouched.

Music idealizes; and musical activities, even with the roughest crowd, wake up the last vestige of idealism left. It is in the songs that the institution community can reach an idealistic level, quite foreign to the usual highly hectic, prosaic, utilitarian, hateful, artificial, and even hypocritical institutional atmosphere.

Recommendations

Now to make quick conclusions. My recommendations are:—
Have weekly community song gatherings, outside if the weather permits. Use outside in the evening, and inside always if possible, song-slide projections on screens to focus attention. Eliminate paper sheets and thus insure better order. Include in the program of these meetings at least one educational feature. Without educational stimuli there is no socializing culture in recreation. There is plenty of literature on community activities. The Recreation Department of Russell Sage Foundation and the Playground and Recreation Association of America, both in New York City, supply information along these lines.

Organize glee clubs, choirs, bands and orchestras, as many as can be carried on and volunteers found for. Although there will be an initial expense for instruments and books, this will be counterbalanced by what will be saved through musically working off the emotional energy of certain maniacs of explosive temperament who are so quick in smashing furniture, windows and institutional peace, when not occupied to their own liking in their hours of leisure. A smash-bang on the drum, a shout in a song, a blast on a trombone, or a jump in a dance, utilizes the same energy, and every body is made content and happy. And it is a happy fact that such dangerous individuals as hypo-maniacs make good musicians.

The existence of smaller or larger musical organizations within the enclosures of the institution creates the habit-desire to belong to such groups. The love for social organization cannot be eliminated too much in practical activity.

Firms like Oliver Ditson Company, G. Schirmer, and Carl Fischer in New York, and C. C. Birchard & Co. and Silver, Burdett & Co., in Boston, with various others, have published a wealth of material on the subject of singing class, chorus, choir, band and orchestra activities and curricula. All the needs in the form of music and instruments can be supplied by them.

Music appreciation can be tutored on the same basis as discussed in the first chapter. Individual instruction is to be given only if casual talents warrant the expenditure of time, money and energy upon them.

The Musical Personnel

This brings up the question of musical personnel. It is self-evident that this report is not written to illuminate those institutions which already have numerous musical activities functioning. They solved also the problem of the acquisition of a music teacher.

But inasmuch as this report aims to reach those who are interested in the proposition of Music in Institutions as a new feature and want to know the why and the how, it is expedient to touch upon that point.

There are two ways of solving this problem: (1) By engaging an extra-mural teacher to come at regular intervals for that type of musical work which may be required; and (2) to engage an intern permanent teacher who will devote full time to this work. Provided a good teacher can be found, the latter form of service is the most preferable, for the following reasons:

(1) First of all, because much of the music work ought to be accomplished in the leisure hours of the custodes, to form the habit of spending leisure time in a sociable, pleasing manner and to do away with a part of the leisure-time problems of the institution.

(2) Musical activities lessen to a considerable degree the problems arising from free-time misbehavior—such an unwelcome but frequent guest in the training-schools of those who are brought to the institution really because they often did not know how to spend their free time in a decent way.

(3) Furthermore, the music work ought not to interfere with school, shop and farm work. In as far as the music work is academic, it can be counted as an extension of the school work, with due credit given for it.

(4) The outside teacher will never be able to reap the full harvest of changing dispositions and favorably turning mental attitudes, reversing through the release of currents of tenderness flowing toward the one who introduced the stimulant,—i.e., the teacher. The bringer of beauty has ever very justly been regarded as a messenger of happiness, and as such has been beloved and honored. Hence, the elevated position and popularity of the great artists. A humane and wise music teacher has every chance of becoming the most cherished official of the institution. This is also because he is about the only one who not only may tolerate but also acts to encourage what the others have to forbid,—free individual emotional self-expression, though indeed disciplined along the lines of esthetic culture.

In my last year's report I outlined the music teacher's possibilities as an ethical mentor, and I refer to that publication for further details on what I often regard as this teacher's principal task—the utilization of the close sympathetic, personal contact established through the joint singing and playing, for the sake of bringing the pupil so far that he extends his now acquired habit of co-operating in the field of music, ethically (that is, with order, precision, proportion and symmetry, satisfying the sense of well-being) also into the field of utilitarian activities, such as farming, sewing, scrubbing, thinking, talking, planning, doing, etc., etc. In other words, that he become accustomed to apply the standards learned for use in music to the thousand and one odd jobs and adjustments which form not only the daily but the total active life

and make this an unbroken chain of esthetic habits. And that is the part music has to play in a program aiming at correlational personality reconstruction.

It will be seen at once how music may be the veritable lever reversing the participant from his anti-social trend to a society-seeking impulse, like the lever in the steam-engine causing the locomotive and entire train to change its course from backwards to forwards. In studying personalities it will always be well to compare them with locomotives; they are nothing else, only built of flesh run by biological steam or vital energy, and with all their handicaps and irregularities quite a bit more efficient than our metallic children. As added steam pressure increases their production power, so music increases our emotional pressure or power to feel, think and act.

Many a first offender knew once better habits than the ones which led him into custody. A lack of perseverance in overcoming resistance leads one to the sick-bed, another to the mental hospital, a third to a premature grave, and a fourth to the prison of whatsoever form. The yellow streak is the habit of dodging the issue. The company of habitual dodgers as found in street alley, dance hall and burlesque gallery gangs may become in a swaying character the fatal issue, and by virtue of infantile imitation force him into his desultory habits. Ask any young prisoner about his "friends" and you will get, if he is communicative, a wonderful rogue's gallery of "slobs" and "go-easies." These words in themselves have a flabby resonance.

Music, now, with its rigid tempi, its momentous attacks in outbursts all regulated to the dot, its stirring rhythms, wakes up (as described in the first chapter) those dormant energies, and many a "flabby" personality suddenly casts off his later acquired, line-of-least resistance slippers to step once more in the boots of firm decision and march ahead in the crowd with full energy, even when the start was only an institutional parade.

This shows, then, that music can start off and restart new and old habits of an inspiring and happiness-bringing nature, whether it is in the domain of emotion, thought or action, and that it deserves the full attention of those who want to make it part of a general system of correctional personality reconstruction in a reformatory worthy to bear that name. To bear that name with justice many of these places must change. At the beginning of this report it was stated that justice had to be meted out to the offender. Yes, bring him to justice, but justice understood in this sense: Bring him to the understanding of justice by being just toward him.

And that can only be done by helping him to regain physical, mental and moral health. This requires the union of psychiatric methods of investigation with educational disciplinary methods of instruction, that is, the institution of a system of collaborating and dovetailing personality analysis and personality synthesis, subjecting every detail of the reformatory organization to it as a

prime condition; and in such a system Music serves both ends—it helps to "dig in" to the personality, and it helps to increase his functional potency. Therefore let us have Music on every program of every institution for minor offenders.

III. MUSIC IN THE INSTITUTIONS HOUSING THE MAJOR OFFENDER, THE SO-CALLED "CRIMINAL"

All that has been said in the two preceding chapters holds good for the so-called penitentiary convict. He or she is the unhappy complexity of partly desultory habits, only in these cases they are twice more complicated, since they are of more advanced age and their habits are even more set.

In the convict we have the child gone wrong long ago. His crime, or series of crimes, is only the overt consequence of bad racial, parental and environmental habits. Perhaps conditions were such that the provocation or stimulant which resulted in the "mis-deed" came a little late. Even the so-called hopeless criminal started somewhere, where prevention could have modified his way. Every crime is an instance of criminal educational neglect on the part of the community, with the term "educational" stretched as far as possible. You see I reverse the proposition. Hardened criminals are just as much the products of socially pathological conditions as soul-saving ministers are products of other social processes. What a man is, he partly thanks to his environment; and if the community incarcerates a criminal, it should mete out justice first of all in making good that ill which it contributed to bring that man to such a pass—and in large measure that ill lies in the failure to raise him decently. Prison convicts impress me always as being over-aged, extremely confused children, cheating others and themselves by never very well matured feelings, thoughts and actions.

What can Music do for these unfortunates? They are so much older. Yes, and therefore wiser, although they have been failures in many respects. They have, furthermore, outside of a few low degenerates, an appreciation of good treatment. We may say that the older prisoner appreciates humane treatment much more than the younger reformatory client.

The older prisoner needs discipline, a system of socially constructive habits, just as badly as the younger one. With his ingrained reactional habits he is still harder to reform than his younger reformatory and juvenile delinquency brethren. He might acquire during his long years of prison life a new set of habits of use in a penitentiary regime, but will those help when he faces the world again, and will the old detrimental ones be eradicated? Is it possible that above a certain age personalities undergo profound changes? The answer to this is the statement of the old philosopher—"Penta rei!"—everything is in flux, except change itself. In the analysis of the moral patient as well as the mental one we have, however, to keep in mind that

none of them are one hundred per cent. so to say, abnormal; that many, many traits are of a healthy nature and remain intact; that the greatest mistake to be made in the judging of a personality is to generalize, and because the man has committed a crime to consider him now totally devoid of good qualities and habits. In fact, he may have plenty of these, and usually he has.

In order to effect a moral conversion, a change for the better, which in certain cases may take place even in very old age, these better, these positive qualities, are just the ones to which we must hitch the reins and by which we will pull the man out of the quicksand. And Music is again the stimulant which can call awake the forces to do the pulling. Very stirring stimuli indeed are necessary to penetrate through the armor of defense mechanisms and attitudes. But music is able to do so, especially a music which revives days of childhood, and calls up vivid reminiscences of tender happiness. As with the dementia praecox cases we are able by means of music to stir up old emotions and old energies, so with the moral patients we can awake old virtues—that is, the recollection of old habit-responses of a socially constructive nature.

I have still to meet the first prisoner who did not like to associate with somebody else on a basis of respect for the good parts of the personality. He is happy to tell about his good days, about the instances of beauty in his life, as soon as the music is over.

The prison presses the stigma of moral deficiency and unreliability very strongly upon its population. This does not help very much, indeed, to do away with inferior responses. On the contrary, it fixes the man's mind continuously on what was bad and weak in him. There is no better cure for moral ills than the reawakening of the self-respect and the development of the sense of social obligation. Musical activities in the penitentiary help to bring out the positive side of the prisoner by the sense of the beautiful, the craving for the experience of the perfect in law and order in the domain of sounds. One cannot hear more beautiful, impressive singing than that which the organization of musical activities in the penitentiary will produce. Whatever faults may obsess these people, in regard to communal singing they are often flawless, which not only shows that they have flawless qualities within themselves, but also that group life is possible among them on a very strict, self-disciplinarian basis.

All that has been said in the preceding chapters about various types of musical activities and about the teaching and leading holds good also for the prisons. Here we deal again with a number of social misfits, often the victims of disease and deteriorating habits. To regard them as disciplinarian pupils would open new possibilities for their happy adjustment in the future, since that brings elements of training and the acquisition of new habits. Like the patients of the mental hospitals, they ought to be examined for their good qualities and possible talents, and to be treated according to their individual needs for moral reform.

What they all need is a constructive friend, one who remains a friend notwithstanding all he may know about them. And music and the music teacher are very liable to become such friends. We listen to such friends, simply because we like them.

Prisons would do well to develop bands, orchestras and choruses for reasons already given, and also because it would extend the institutional discipline over the leisure hours, in the penitentiary as in the reformatory so often the moments of dangerous brooding, scheming and plotting. A prison is a bad place to live in for any man, because it deprives him of his chance for free expression. He has to conform to the rules and already stock-yarded fellow convicts. Now comes music and gives him the chance of his life, by representing itself as an agent of combined free will and social self-restraint. Only in the communal singing and further musical activities does he find an opportunity to come to full emotional discharge.

Though it may be too late to change fundamental traits of character, some at least will be modified. And if the prisoner during his term of confinement acquires musical habits, there is a possibility that he will carry these on when he returns once more to society, and those habits at once may act as preventive agents, inasmuch as having accustomed the prisoner to seek refuge for his cravings in Music, they will cause him to continue to do so, thus keeping him out of trouble by giving him something worth-while and beautiful to accomplish or to enjoy in his spare hours, either as a performer or a listener in the musical field.

Conclusion

Much is still to be said on this subject, in fact, its surface has barely been scratched. The purpose of this report is to give an initial insight into the part Music may play in correctional personality reconstruction. The largest space was allotted to the work with the juveniles because that renders the greatest service to society, as it aims to save a young individual before he really makes his first serious misstep. Then followed the reformatory, with a smaller space allotted; finally, the prison, home of so many never-finished cases, with the smallest space.

We see, then, that there is something more to the proposition than just simple diversion or amusement for people who do not deserve it. In truth they need the stimulation of the beautiful in their lives more than anything else. If more stimuli of beauty had continuously been the child's and young person's share, probably they could never have acquired the habit of such ugly, untrue and unsound behavior as brought them to the institution. It is also the lack of beauty in the home which helps to make children and grownups habitual tramps. Music would have kept many of these at home. Music will also make that place of the captives and unhappy, the "prison," a better place to live in on account of its own beauty and its refining influence on the social relationships. If there is anything which makes for better habits and improved personalities, it is just this.

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

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

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

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

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

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

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

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

The funds of the association shall be divided into 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 securities 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 law to examine and report from time to time upon the penal legislation of the

State, with their suggestions for the amendment thereto, to consider questions relating thereto which are under discussion in the press or the Legislature, including pending bills, and report their views and conclusions upon them, also to care for the law business of the Association.

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

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

XIV. No alteration shall be made in these by-laws except upon notice of the proposed amendment given at a previous meeting of the executive committee.

Treasurer's Report.

INCOME AND EXPENSES FOR THE YEAR ENDING DECEMBER 31, 1923.

<i>Income—general funds:</i>	
Donations, general	\$24,634 86
Interest and dividends	10,188 36
New York State Reformatory, Elmira	1,200 00
Donations, special purposes	3,345 00
Refunds from discharged prisoners	75 40

Total income—general funds

\$39,443 62

<i>Expenses—general funds:</i>	
Bureau of Administration	\$18,530 75
Bureau of Parole	2,717 21
Bureau of Probation	2,556 04
House, maintenance	1,939 81
Bureau of Investigation and Research	2,763 86
Bureau of Relief (operation)	1,448 39
Bureau of Employment	2,219 82
Relief of prisoners' families	5,358 45
Relief of discharged prisoners	1,148 07
Exchange on checks	2 10

Total expenses—general funds

\$38,684 50

Summary.

Total income—general funds	\$39,443 62
Total expenses—general funds	38,684 50
Excess of income	\$759 12

Note.

Deficit for the period of three years and three months ending December 31, 1922	\$3,337 82
Surplus for the year ending December 31, 1923	759 12

Deficit for the period October 1, 1919, to December 31, 1923

\$2,578 70

I certify that I have examined the books, accounts and vouchers of the Prison Association of New York for the year ending December 31, 1923, and that the above statement is correct.

HENRY C. SCHENCK,

Auditor.

No. 46 Cedar Street, New York, N. Y.

LIFE PATRONS

By Contributions of \$500 or More at One Time

Barbey, Mrs. Henry I.	Phipps, Henry.
Brewster, Robert S.	Pyne, Percy K.
Brown, M. Bayard.	Rockefeller, John D.
Clark, P. Ambrose.	Rockefeller, John D. Jr.
Dodge Cleveland H.	Rockefeller, The Laura Speiman
Harkness, E. S.	Memorial
Harrah, Charles J.	Sage, Dean
Holter, Mrs. E. O.	Schiff, Mortimer L.
James, Arthur Curtiss.	Scott, William H.
Kane, Mrs. John Lanes.	Stewart Lispenard.
Levinsohn, The Misses Alice & Irene.	Tiffany, L. C.
Melarg, Henry K.	Woerishoffer, Mrs. Anna.
New York Foundation.	

HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

C. S. S.	Cooper, James Fenimore.
G. W. W.	Cooper, Mrs. James Fenimore.
A Friend.	Cronwell, James W.
Anonymous.	Curtis, Mrs. James F.
Association of Grand Jurors, N. Y. County.	Cutting, Fulton.
Astor, Mrs. Ava Willing.	Davis, Joseph F.
Auchincloss, C. C.	DeForest, Henry W.
Auchincloss, Mrs. C. C.	Delano, Mrs. Warren.
Auchincloss, Mrs. E. S.	Devoe, Miss Harriet E.
Bachelors, The.	Dicks, Mrs. W. K.
Baker, George F.	Dodge, Mrs. Cleveland H.
Baring, Charles.	Dodge, D. Stuart.
Bell, Mrs. Gordon Knox	Dominick, M. W.
Blumenthal, George.	DuBois, Miss Katherine.
Boettger, Henry W.	Durand, Mrs. Frederic F.
Bourne, Miss Marion C.	Dwight, Winthrop E.
Bowen, Mrs. Harry S.	Ehret, George.
Brokaw, George T.	Emery, Mrs. Thomas.
Brown, Alexander H.	Emmons, Arthur B.
Brownell, Miss Matilda A.	Flinn, George H.
Bruce, Miss Sarah E.	Frazier, Mrs. Frank P.
Bulkley, Mrs. Jonathan.	Freilinghuyen, Theodore.
Carhart, Mrs. Hamilton.	Frost, Aaron V.
Cary, Miss Kate.	Gallatin, Mrs. Albert H.
Chapman, Mrs. John J.	Gavitt, Miss Ann.
Chisolm, B. Ogden.	Gerry, Elbridge T.
Chisolm, W. E.	Gerry, Peter G.
Choate, Mrs. Joseph H.	Gilman, Winthrop S.
Clafin, John.	Goldman, Julius.
Clark, Edward Severin.	Gould, Edwin.
Clark, Mrs. Stephen C.	Grace, Church.
Clarke, Miss Florence M.	Greims, Mrs. Herbert S.
Clarke, Mrs. Lewis L.	Haddon, Alexander M.
Clyde, William P.	Halkett, Mrs. Sarah K.
Clyde, Mrs. William P.	Hall, Mrs. Bolton.
Coe, William R.	Hall, E. Trowbridge.
Colgate, William.	Harkness, Mrs. Charles W.
Connor, W. E.	Harkness, Mrs. S. V.
Coolidge, Mrs. Sherman.	Harris, John F.
	Hayden, Charles.

Hearn, James A. & Son.
 Herrick, Mrs. Robert F.
 Hill, Frederick T.
 Howland, Mrs. Joseph.
 Hurd, Richard M.
 Hyde, Mrs. Clarence M.
 Jameson, E. C.
 Jennings, Miss Annie B.
 Johnson, Arthur G.
 Johnson, Gilbert H.
 Johnson, James W.
 Johnson, Miss Margaret F.
 Judson, F. A.
 Keteltas, Miss Alice.
 Kunhardt, W. B.
 Langdon, Woodbury G.
 Langley, William C.
 Lawrence, Mrs. Samuel.
 Lehman, Mrs. H. H.
 Lewinsohn, Adolph.
 Livingston, Johnston.
 Livingston, Miss Julia.
 Lorillard, Pierre.
 Low, William G.
 McClmonds, Mrs. L. K.
 McKinney, Price.
 McLean, Mrs. James.
 McMillin, Emerson.
 Marshall, Louis.
 Minturn, Mrs. Robert B.
 Monell, Miss Barbara.
 Moore, Mrs. William H.
 Morgan, Mr. & Mrs. J. P.
 Morris, Mrs. Lewis H.
 Murtland, Samuel.
 National Humane Alliance.
 Nichols, W. H.
 Olmstead, Mrs. C. T.
 Olyphant, Robert M.
 Osborn, William Church.
 Osborn, Mrs. William Church.
 Pearce, Mrs. Henry.
 Perkins, George W.
 Post, James H.
 Pratt, George D.
 Pratt, Herbert L.
 Rand, George C.
 Reed, Latham G.
 Reid, Fergus.

Remsen, Miss Elizabeth.
 Richardson, Mrs. C. Tiffany.
 Rienda, Mrs. Manuel.
 St. Thomas Church.
 Sage, William H.
 Satterlee, Mrs. Herbert L.
 Schermerhorn, F. Augustus.
 Scoville, Miss Grace.
 Sercynaser, Mrs. James A.
 Seaman, Lloyd W.
 Seligman, J. & W. Co.
 Shepard, Mrs. Jenkin J.
 Shipman, C. H.
 Skeel, Mrs. Roswell, Jr.
 Slayback, John D.
 Sloan, Samuel.
 Smith, Eugene.
 Snowden, James Hastings.
 Stillman, Miss Charlotte R.
 Stokes, Anson Phelps.
 Stokes, Mrs. Anson Phelps.
 Stone, Miss Annie.
 Straight, Mrs. W. D.
 Swords, Mrs. Charles R.
 Third Panel Sheriff's Jury
 Thomas, Seth F.
 Trevor, Mrs. John B.
 Trumbull, Frank.
 Untermeyer, Samuel.
 Vail, Mrs. Lawrence.
 Vanderlip, F. A.
 Van Gerbig, Mrs. B.
 Van Ingen, E. H.
 Van Ingen, Mrs. E. H.
 Van Norden, Warner M.
 Warburg, Felix M.
 Ward, Artemas.
 Ward, George C.
 Ward, John Seely.
 Welb, William Seward.
 Westinghouse, Church, Kerr & Co.
 White, Alfred T.
 Whitney, Henry P.
 Winthrop, Benjamin R.
 Wood, J. Walter.
 Wood, William.
 Woodin, William H.
 Zabriskie, Mrs. George.

LIFE MEMBERS

By Contributions of \$50 at One Time

A. H. (In Memory of).
 A. Z.
 C. S.
 A friend.
 Acorn.
 Agent.
 Anonymous.
 Achilles, Mrs. Gertrude S.
 Adler, Felix.

Anderson, J. Cameron.
 Andrews, Constant A.
 Archbold, Mrs. John D.
 Arnold, Edward W. C.
 Astor, W. W.
 Auchmuty, Mrs. Richard T.
 Baldwin, William M.
 Barksdale, Mrs. H. M.
 Baumert, Frank J.

Belmont, August.
 Bellak, C. Morton.
 Biggs, Mrs. H. M.
 Biglow, Mrs. Lucia H.
 Bliss, Cornelius N., Jr.
 Bliss, Mrs. Cornelius N.
 Bliss, Mrs. Robert W.
 Borden, Albert G.
 Borg, Simon.
 Boyd, Mrs. Francis O.
 Brooks, Miss Bertha G.
 Brown, Stewart.
 Bryce, Peter Cutha.
 Bulkey, Edwin M.
 Bulkey, Mrs. Edwin M.
 Burlingham, Mrs. Charles C.
 Campbell, Mrs. Henry G.
 Campbell, Mrs. O. A.
 Christ Church of New Brighton.
 Chesney Brothers.
 Chisholm, George E.
 Christian, Herald.
 Christie, Robert E.
 Clarke, Miss Lois Q.
 Clarkson, Banyer.
 Clarkson & Ford Co.
 Cluett, Walter H.
 Coffin, C. A.
 Coffin, Edmund, Jr.
 Coiter, Mrs. Charles Henry.
 Crane, Albert.
 Crossman, W. A. & Bro.
 Cutting, R. Bayard.
 De Launay, Miss Alice A.
 Delano, William Adams.
 dePeyster, Miss Augusta M.
 Dickman, Mrs. George.
 Disanore, Mrs. W. B.
 Dodge, William E., Jr.
 Eastman, Mr. & Mrs. Lucius.
 Ellis, William D.
 Emmet, Mrs. C. Temple.
 Emmet, Miss Lydia F.
 Engs, P. W.
 Evans, Hartman K.
 Field, Mrs. Marshall.
 Flagler, Mrs. Harry H.
 Foster, James, Jr.
 Fox, Mortimer J.
 Fraser, Mrs. George S.
 Friendly Fund, Inc.
 Gabrielowitsch, Mrs. Clara.
 Gallatin, Albert.
 Geer, Mrs. Walter.
 Guggenheim, Mrs. Simon.
 Gurnee, A. C.
 Halsted, Miss A. B.
 Hamerley, L. G.
 Hamilton, Frank.
 Hammond, Mrs. John Henry.
 Healy, A. Augustus.

Heckscher, Miss Anna M.
 Hewitt, Mrs. Peter Cooper.
 Heineheimer Alfred M.
 Hencken, Mrs. Albert C.
 Herrick, E.
 Hinckley, Mrs. Samuel N.
 Hoe, Richard M.
 Hoe, Mrs. Richard M.
 Hood, Miss Juliet K.
 Horn, James.
 Hosmer, Mrs. Edward Sturges.
 Hoyt, Gerald L.
 Huntington, Henry E.
 Hutchinson, John W.
 Hyde, Mrs. B. Talbot B.
 Hyde, Frederick E.
 Ingalls, Mrs. David S.
 Irvin, Richard.
 Jones, Edward.
 Jones, Mrs. Edward H.
 Jones, James J.
 Joost, Martin.
 Kelsey, Clarence H.
 Kemble, George J.
 Kerr, Mr. and Mrs. Robert C.
 Kilder, Mrs. A. M.
 Kiling, Mrs. M. Clark.
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 Landauer, James D.
 Landauer, William I.
 Landau, Francis G.
 Langton, John.
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 Leddingwell, R. C.
 Leon, Maurice.
 LeRoy, J. R.
 Lobenstine, William C.
 Lydig, David.
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 McLean, James.
 McMullen, John.
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 Mott, William F.
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 Munson, Mrs. W. D.
 *Nelson, Charles N.
 Nelson, Mrs. Charles N.
 Newbold, Mrs. Richard S.
 Nichols, George E.
 Norris, Miss Mary.

*Deceased.

Notman, George.	Shoane, Mrs. William D.
Osborne, Thomas Mott.	Sorohan, Mrs. Victor.
Parish, Henry.	Sparks, T. Ashley.
Parks, Leighton.	Speyer, James.
Pavansledt, Hugo.	Steele, Charles.
Peabody, George Foster.	Stiers, James R.
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Peckham, Mrs. Wheeler H.	Stewart, W. R.
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Pomroy, Mrs. H. K.	Stone, S. H.
Pope, Mrs. Charles F.	Stout, Mrs. Andrew V.
Post, James H.	Stutton, James F.
Potter, Howard.	Taylor, Lloyd.
Powell, Wilson M.	Thompson, Mrs. Joseph T.
Prentice, Vernon S.	Tiebout, Miss Margaret B.
Prosser, Thomas.	Townee, Mrs. John H.
Raht, Charles.	Tucker, Allen.
Redmond, G.	Tucker, Samuel A.
Reynolds, George G.	Tuckerman, Mr. and Mrs. Paul.
Richard, Miss Elvina.	Dwichehl, Mrs. Burton P.
Riegger, Arnold F.	Ulman, Mrs. Morris S.
Risley, G. H.	Valentine, Mrs. P.
Riter, Joseph.	Van Wageningen, Bleecker.
Robbins, George A.	Van Winkle, Miss Mary D.
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Schenck, Frederick B.	Wellington, Miss Elizabeth R.
Scott, Mrs. George S.	Wenman, Charles H.
Scott, Walter.	Westin, Mrs. Maude J.
See, Alonzo E.	White, Miss Frances E.
Selliere, Baroness.	White, John J.
Seligman, Isaac N.	White, Miss Marian S.
Sheldon, James C.	Wickersham, George W.
Sicher, Dudley F.	Winthrop, Mrs. Grayville.
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Skougaard, Jens.	Zabriske, Mrs. Cornelius.
Sloan, Mrs. George B.	

*Deceased.

CONTRIBUTORS' LIST

For Fiscal Year January 1, 1923 to December 31, 1923.
Designation of Funds.

Contributions preceded by name only are for the General Fund, for general purposes. Other contributions are designated as follows: G. R., General Relief (used only for relief); S. R., Special Relief (donations for specially designated instances of need); A. S., Assistant Secretaries' Fund (for salaries and incidental expenses); E. B., Employment Bureau; S. Special purposes.

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Bowker, Richard R.	5 00	Brown, Warren D.	G. R. 25 00
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Boyd, Miss Annie M.	G. R. 10 00	Browne, Mrs. Curtis Northrop	2 00
Bracher, Mrs. Elizabeth M.	G. R. 3 00	Browning, Mrs. J. Hull	10 00
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Clarke, E. Arthur Stanley	5	00	
Clarke, Mrs E. Arthur Stanley	15	00	
Clarke, Miss Helen MacG.	1	00	
Clarke, James	5	00	
Clausen, Mrs. George U.	5	00	
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Clyde, Mrs. William P.	10	00	
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Coe, William M.	5	00	
Coe, William R.	G. R.	100	00
Coerr, Mrs. R. L.	1	00	
Collin, C. A.	25	00	
Collin, George M.	5	00	
Cohen, William N.	10	00	
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Cohn, Mrs. H. S.	5	00	
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Coles, J. Ackerman	5	00	
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Ogden, Miss Mary F.			5 00	Peteris, Buhler & Co.	
Olcott, Mrs. Eben Er-			5 00	Inc.	10 00
skine			5 00	Peteris, Siegfried	5 00
Oliver, Mrs. Robert T.			5 00	Pell, Alfred Duane	5 00
Olesheimer, Mrs.			2 00	Pell, James D.	10 00
Henry			5 00	Pell, Walden	5 00
Olney, Mrs. Peter B.			2 00	Pennington, Joseph P.	15 00
Olyphant, F. Murray			5 00	Pennyroy, Mrs. P. G.	5 00
Oppenheim, Mrs.			25 00	Pentlargo, Edward W.	10 00
Adolph			5 00	Perkins, Edward W.	2 00
Openhym, Wilfred A.			10 00	Perkins, Miss Eliza-	
Oppenheimer, Mrs.			5 00	belle B.	5 00
Julius			10 00	Perkins, Mrs. George	
Oranice, Alexander F.			10 00	W.	25 00
Orth, Charles D.			1 00	Perkins, Mrs. George	
Osborn, Mrs. George			1 00	W.	S. R. 5 00
W.			100 00	Perrine, Russell J.	5 00
Osborn, William			10 00	Perry, Charles H.	G. R. 3 00
Church	S. R. 25 00		10 00	Peters, Miss Alice R.	25 00
Osborn, Mrs. William			5 00	Peters, Miss Isabel M.	10 00
Church			10 00	Peters, Thomas M.	25 00
Osborne, Dean C.			5 00	Peters, Mrs. William	
Osgood, Mrs. Charles	G. R. 5 00		2 00	R.	10 00
H.			5 00	Pforzheimer, Mr. &	
Otis, F. Burton			5 00	Mrs. Carl H.	10 00
Oterbridge, Adolphe			5 00	Phelps, Arthur S.	5 00
J.			5 00	Phelps, Miss Claudia	
Oterbridge, Mrs.			5 00	Lea, 2nd	10 00
Adolph J.			5 00		

* Deceased.

Phelps, Miss Eleanor		Putnam, Miss Ethel	
Sheffield	10 00	F.	1 00
Phillips, Miss E. A. G.	8 00	Putnam, Mrs. William	
Phillips, Wendell C.	5 00	A.	5 00
Pierce, Mrs. Theron		Putnam's, G. P. Sons	10 00
F.	10 00	Putney, Miss Eva C.	5 00
Pierpont, Miss Julia		Pyne, Mrs. M. Taylor	10 00
J.	15 00	Pyne, Mrs. M. Taylor	S. R. 10 00
Pierpont, Mr. A. Mrs.			
R. Struyvaant.	G. R. 10 00		
Pierpont, Mrs. Seth		Q	
Low	10 00	Quinto, Mrs. Philip.	1 00
Pinkerton, Allan	10 00		
Pinkerton, Mrs. Robert		R	
Albert Allan	10 00	Radnai, Josef	1 00
Piser & Company	1 00	Raisler, Samuel	5 00
Pitkin, Mrs. Albert J.	25 00	Randolph, Miss	
Pitney, Mrs. J. O. H.	10 00	Blanche P.	G. R. 5 00
Pitzele, Elias	2 00	Ransom, Mrs. Paul C.	10 00
Planten, Mrs. H. Rolff	5 00	Rapajje, Mrs. Elizabeth M.	3 00
Platt, Willard R.	10 00	Rapport, Jacob	15 00
Plaut, Joseph	15 00	Rappold, J.	2 00
Polack, Isaac	5 00	Rathbarn, Richard C.	G. R. 5 00
Polak, Edward	2 00	Ravner, William	5 00
Polk, Frank L.	10 00	Raymond, Arthur B.	10 00
Poliak, W. G.	10 00	Raymond, Howard E.	G. R. 10 00
Polumbaum, Mrs. F.	G. R. 5 00	"Reckitta"	25 00
Pomeroy, Daniel E.	5 00	Redmond, Miss Emily	20 00
Pomroy, H. A.	50 00	Redmond, Mrs. Roland	5 00
Poor, Mrs. W. S.	25 00	Redmond, Mr. & Mrs.	
Pops, Mrs. Charles		Roland L.	10 00
Frank		Reed, Henry Douglas	
Popper, William C.	5 00	Regensburg, Mrs.	
Porter, Mrs. Nathan		Jerome	15 00
T.	5 00	Reid, Fergus	100 00
Porter, William D.	4 00	Reid, Mrs. Whitlaw	20 00
Post, Abram S.	25 00	Reisner, Christian F.	5 00
Post, Mrs. Carroll J.		Remington H. W.	2 00
Jr.	5 00	Remson, Miss Margaret S.	10 00
Post, Miss Edwina M.	G. R. 5 00	Reynolds, George G.	50 00
Post, James H.	100 00	Rhineland, Mrs.	
Potter, Miss Blanche	G. R. 10 00	Thasas N.	G. R. 5 00
Pouch, William H.	10 00	Rhodes, Miss Nina	10 00
Powell, Wilson M.	10 00	Rice, J. B.	5 00
Prall, William	10 00	Rich, Earl C.	2 00
Pratt, Charles H.	20 00	Richard, Miss Elvina	50 00
Pratt, Mrs. Charles		Richard, Harold C.	10 00
H.	5 00	Richards, Mrs. Eben	G. R. 3 00
Pratt, Mrs. Charles		Richards, Ellis G.	15 00
M.	25 00	Richards, George H.	5 00
Pratt, John T.	25 00	Richards, Miss Sarah E.	G. R. 5 00
Pratt, Mrs. John T.	10 00	Richards, Mrs. W. R.	10 00
Pratt, Sherman	G. R. 25 00	Richardson, Mrs. C.	25 00
Prentiss, Henry	G. R. 5 00	Richards, Miss Edith C.	2 50
Price & Pierce, Ltd.	G. R. 10 00	Richardson, Mrs.	
Prince, Mrs. Benjamin	25 00	Richards, Samuel	10 00
Fryn, Mrs. Robert D.	G. R. 5 00	Richards, Samuel	10 00
Fryor, Mrs. S. Morris	2 00	W.	10 00
Pulsifer, Nathan T.	10 00		
Purington, Miss Anna J.	5 00		
Putnam, Mrs. B.	10 00		
Putnam, Carleton W.	G. R. 2 00		

Richardson, William		Roper, Mrs. Langdon	
C.	2 00	H.	G. R. 2 00
Richardson, Mrs.		Rose, John Henry	G. R. 1 00
William J.	2 00	Rosen, Jacob H.	S. R. 3 00
Richter, Mrs. Maximilian	5 00	Rosenbaum, Arthur A.	10 00
Riegelman, Mrs.		Rosenbaum, Harold A.	10 00
Charles A.	G. R. 10 00	Rosenbaum, Selig.	G. R. 10 00
Riggs, George C.	5 00	Rosenbaum, Solomon	
Riker, William J.	10 00	Rosenfeld, Edward L.	5 00
Rianda, Mrs. Francisco	S. R. 5 00	Rosenfeld, Mrs. S. J.	10 00
Rittenhouse, Miss Jessie B.	1 00	Rosenzweig, Mrs. Joseph	5 00
Ritter, E. P.	10 00	Ross, W. H.	1 00
Rives, Mrs. Reginald B.	G. R. 5 00	Rossbach, Jacob	5 00
Rives, Mrs. William C.	G. R. 5 00	Royce, James C.	5 00
Robbins, Chandler	30 00	Rauch & Company	10 00
Robbins, Mrs. Julian W.	5 00	Rushmore, J. D.	
Roberts, John E.	10 00	Russell, Mrs. Charles H.	G. R. 5 00
Roberts, Mrs. Josephine L.	10 00	Russell, Mrs. Howland	S. R. 5 00
Roberts, Miss Marjorie L.	5 00	Russell, James W.	2 00
Robie, Mrs. John W.	2 00	Russell & Erwin Mfg. Co.	5 00
Robinson, Beverly	10 00		
Robinson, Edward C.	5 00	S	
Robinson, Miss Florence V.	G. R. 1 00	Sabin, Charles H.	50 00
Robinson, Mrs. Kenneth D.	4 00	Sackett, Henry Woodward	5 00
Rockefeller, John D. Jr.	500 00	Sage, Dean	A. S. 400 00
Rockefeller, Mrs. P. A.	15 00	Sage Dean	E. B. 1275 00
Rockwood, Miss Katharine C.	5 00	Sage, Mrs. Harry W.	G. R. 10 00
Rodewald, Miss A. Leontine	10 00	Sage, William H.	50 00
Roe, Livingston	1 00	St. Clair Oil Company, Inc.	10 00
Roeske & Haselbacher Chemical Co.	10 00	Saks, Isadore	10 00
Rogan, John H.	2 00	Saks, Mrs. Joseph I.	G. R. 2 00
Rogers, Miss Charlotte Boardman	G. R. 3 00	Saks	5 00
Rogers, Miss Fanny Edwards	G. R. 1 00	Samuels, Frank H.	5 00
Rogers, Francis	10 00	Sampelson, Frank	S. R. 2 00
Rogers, Mrs. Francis	5 00	Sanders, Mrs. P. K.	5 00
Rogers, Mrs. Henry B.	G. R. 10 00	Sandford, Mrs. Edward	5 00
Rogers, Noah C.	G. R. 10 00	Sandford, Arthur T.	5 00
Rogers, Saul E.	10 00	Sanger, Miss Mary E.	G. R. 3 00
Roller, Emil	5 00	Satterthwaite, Mrs. Thomas E.	15 00
Rolph, Miss Esther A.		Sattler, Ampanny	2 00
Memoriam "W. W. I."	G. R. 1 00	Saul, Charles R.	5 00
Roosevelt, Mrs. J. West	G. R. 10 00	Saunders, Arthur C.	G. R. 5 00
Root, Charles T.	25 00	Sawyer, Mrs. H. E.	5 00
Root, Oren	10 00	Sayre, Mrs. Mary Hall	5 00
		Schamberg, Mrs. Lewis M.	2 00
		Schefer, Anton H.	10 00
		Schell, Mrs. William F.	10 00
		Schenck, Mrs. Edwin S.	G. R. 10 00
		Schieffelin, Mr. & Mrs. William Jay	10 00
		Schieffelin, Mr. & Mrs. William Jay	S. R. 5 00

Schiff, Mrs. Jacob H.	5 00	Shaskan, E. Felix & Co.	10 00
Schiff, Mortimer L.	25 00	Shaw, Easton	1 00
Schneider, Mrs. M. N.	2 00	Shaw, Mrs. Jennie C.	3 00
Schlesinger, Miss Anna	5 00	Shea, George E.	5 00
Schlesinger, Baldwin	3 00	Sheafe, Mrs. Charles M., Jr.	5 00
Schlesinger, Miss Ellen	10 00	"Sheldon, Edwin B.	75 00
Schley, Mrs. Kenneth B.	4 00	Shelton, George G.	10 00
Schlieman, Julius	3 00	Shepard, Mrs. Elliott F.	25 00
Schloss, Henry W.	10 00	Sherman, Charles Augustin	10 00
Schmidapp, Carl J.	25 00	Sherman, Mrs. Charles E.	15 00
Schmidt, George R.	G. R. 1 00	Sherrill, Miss Helen L.	G. R. 20 00
Schnabel, Miss Laura	S. R. 5 00	Shriver, Thomas S.	G. R. 10 00
Schnabel, Miss Laura S.	R. 2 00	Shriver, Mrs. Harry T.	15 00
Schoder, Rex F.	2 00	Sibley, Mrs. Hiram W.	10 00
Schultz, Joseph M.	G. R. 10 00	Siegnan, M. B.	5 00
Schultheis, Henry	3 00	Silberman, Philip	5 00
Schultz, Mrs. C. Albert	1 00	Silberstein, Abraham	5 00
Schuyler, Miss Louisa Lee	5 00	Simmons, Mrs. Joseph Ferris	5 00
Schuyler, Mrs. Montgomery	5 00	Simon, Alfred L. & Co.	10 00
Schwab, Miss Emily	10 00	Simon, Franklin & Co.	10 00
Schwartz, Arnold	G. R. 2 00	Simonds, Mr. & Mrs. R. G.	20 00
Schwartz, Mrs. Herman Schwarzenbach, Robert J. F.	10 00	Simons, Isaac	S. R. 1 00
Schweizer, Raymond J.	G. R. 10 00	Simon, Mrs. R.	25 00
Scott, Charles M.	15 00	Sinclair, Mrs. Donald Skougard, Jens (For 1922)	100 00
Scott, Henry L.	10 00	Slade, Francis Louis	5 00
Scott, Miss Louise B.	10 00	Slimmon, Robert & Co., Inc.	1 00
Scott, Miss Mary Evelyn	25 00	Sloan, Miss Mary A.	2 00
Scovill, Miss Margaret	10 00	Sloan, Mrs. Russell R.	10 00
Scoville, Miss Edith	25 00	Sloan, Samuel	10 00
Scrymser, Mrs. James A.	100 00	Sloan, Mrs. William S.	10 00
Scauder, Miss Antoinette Q.	5 00	Sloane, John	10 00
Seabrook, Mrs. H. H.	10 00	Sloane, Mrs. John C.	15 00
Seal, Silas C. & S.	2 00	Sloane, Mrs. William Smadbeck, Mrs. Warren	5 00
Seasongood, A. J.	S. R. 5 00	Smith, Alexander	5 00
See, A. B. Electric Elevator Co.	15 00	Smith, Miss Alice Mabel	S. R. 10 00
Seelig, G. A. F.	1 00	Smith, Mrs. Charles	10 00
Seeman, Daniel W.	10 00	Smith, Mrs. Charles H.	5 00
Seibels, Mrs. Robert E.	10 00	Smith, Miss Elizabeth Morehouse	5 00
Seibert, Jacob, Jr.	H. 5 00	Smith, Eugene	25 00
Seidman, Nathan H.	5 00	Smith, Mrs. Fitch W.	10 00
Seligman, Mrs. Isaac N.	G. R. 25 00	Smith, George C., Jr.	10 00
Seligberg, Alfred F.	10 00	Smith, Miss Helen Tangier	G. R. 3 00
Selling, Mrs. H. Monroe	G. R. 2 00	Smith, Miss Madeline D.	5 00
Serif, Raphael	1 00	Smith, Ormond G.	10 00
Seton, Mrs. Ernest T.	G. R. 2 00	Smith, Mrs. Pierre J.	5 00
Shabshelowitz, H.	3 00		
Shainwald, Mrs. Ralph L.	5 00		

* Deceased.

Smith, Mrs. R. Penn, Jr.	25 00	Stewart, William R.	10 00
Smith, Mrs. Robert Russell	G. R. 2 00	Stieglitz, Mrs. Albert	5 00
Smith, Mrs. Spencer C.	G. R. 5 00	Stieglitz, Leopold	10 00
Smith, Mrs. William H.	15 00	Stillman, Miss Charlotte H.	50 00
Smithers, Christopher D.	10 00	Stillman, Miss Charles R.	S. R. 5 00
Snow, Frederick A.	25 00	Stimson, Henry A.	25 00
Snowden, James Hastings	50 00	Stimson, Helen L.	10 00
Sollman, Ekko	1 00	Stires, Ernest M.	20 00
Solomon, Elias L.	2 00	Stirn, L. & E.	20 00
Solomon, Mrs. S. B.	5 00	Stockham, Mrs. George T.	5 00
Solot, Max	1 00	Stoker, Mrs. Anson Phelps	100 00
Sommerich, Edwin	1 00	Stone, Miss Annie	10 00
Soutter, James T.	2 00	Stone, Miss Ellen J.	5 00
Spader, Mrs. A. M.	2 00	Stone, Janus H.	50 00
Spalding, A. G. & Brothers	10 00	Stone, Samuel H.	50 00
Spalding, Miss Helen H.	10 00	Stonebridge, Mrs. Margaret	G. R. 2 00
Sparks, Ashley, K. B. E.	20 00	Storrs, Frank W.	3 00
Spaulding, S. S.	25 00	Strait, Mrs. Willard D.	50 00
Spear, Mrs. Louis Dean	2 00	Strange, Mrs. Edwin	5 00
Spencer, Estate of Charles H.	10 00	Strasburger, Mr. & Mrs. Irwin	25 00
Spencer, Mrs. Edwards	S. R. 3 00	Stratmeyer, Edward	30 00
Spencer & Company	10 00	Stratton, Albert E.	1 00
Spool Cotton Company	25 00	Straus, Herbert N.	25 00
Squibb, Edward H.	G. R. 10 00	Straus, Marcus "In Memoriam for Fannie Straus"	10 00
Stabler, Edward L.	1 00	"Straus, Mrs. Marcus Straus, Albert	10 00
Standish, Mrs. Myles	S. R. 10 00	Straus, Frederick	10 00
Staples, Mrs. John J.	G. R. 2 00	Straus, Mrs. Israel	1 00
Stearns, Mrs. E. H.	5 00	Straus, Joseph	2 00
Stearns, Guy Beckley	G. R. 10 00	Straus, Nathan	2 00
Steele, Charles	10 00	Strong, Mrs. J. R.	35 00
Steen, John F.	2 00	Strong, Mr. & Mrs. Thomas W.	5 00
Steele, Mrs. Edwin S.	5 00	Strook, Louis S.	5 00
Stein, Miss Helen A.	2 00	Stuart Crockett Memorial Chapter	
Stein, Mrs. Jacob	5 00	Daughters of the King of Holy Road Church	S. R. 5 00
Steinhardt, The Children	2 50	Stuart, Mr. & Mrs. James M.	S. R. 2 00
Steinhardt, Henry	10 00	Sturges, Miss Susan M.	25 00
Steinway, Fred T.	10 00	Sturges, W. W.	10 00
Stern, Benjamin	10 00	Stuyvesant, Mrs. Van Horne, Jr.	25 00
Stern, Mrs. Leopold	10 00	Stuyvesant, Miss Anna W.	25 00
Sternberger, Mrs. Maurice M.	5 00	Stuyvesant, Miss Catherine E.	25 00
Stettin, Mrs. R. W.	5 00	Suckley, Miss Margaret L.	G. R. 5 00
Stener, Mrs. Max D.	3 00	Sullivan, Mrs. James	5 00
Stevens, Mrs. A. Galatin	G. R. 2 00		
Stevenson, Miss Marion V.	G. R. 10 00		
Stewart, Lisenard	50 00		
Stewart, Mrs. Percy H.	G. R. 50 00		

