

STATE OF NEW YORK

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THE NINETY-FIRST ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1935



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1936

## PREFACE

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

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

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

### IN MEMORIAM

WILSON M. POWELL

August 17, 1935

The name of Isaac T. Hopper was outstanding among those who brought about the establishment of The Prison Association of New York in 1844. The eagerness of that group for public service, and their accomplishments, make a highly creditable record.

The passing, in August, 1935, of Mr. Hopper's great grandson, Wilson M. Powell, in his sixty-third year, not only takes a valuable member from our Executive Committee, but also breaks the link which bound us, so pleasantly and helpfully, with the ideals and vision of the founders.

Mr. Powell, a Quaker, reflected always a gentle, sympathetic and understanding attitude. His eagerness to serve for the benefit of mankind, and the improvement of community life, was shown by his exceptionally wide activities, relating to institutions of learning, public libraries, the legal profession, hospitals, prisons, and public parks.

Therefore, Be it Resolved, That the Executive Committee of The Prison Association of New York record its sorrow at the loss of Wilson M. Powell, for many years a member of its Executive Committee.

Further, Be it Resolved, That the sympathy of the Executive Committee be extended to Mrs. Powell and his sister, Miss Rachel Hopper Powell, President of the Women's Prison Association of New York.

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### THE PRISON ASSOCIATION OF NEW YORK

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

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

\* The managing body of the prison.

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STANDING COMMITTEES FOR 1935

COMMITTEE ON LAW

GRAY, KIRCHWEY, PAVEY, POWELL, WICKERSHAM, O'BRIEN,  
BARROWS, ALEXANDER

COMMITTEE ON FINANCE

AUCHINCLOSS, SAGE, BLUMENTHAL, PRATT, SWAN, BURDEN

COMMITTEE ON DETENTIONS

BARROWS, BLUMENTHAL, HADDEN, MOORE, SWAN, MRS. FIELD

COMMITTEE ON NOMINATIONS

AUCHINCLOSS, BLUMENTHAL, SAGE

COMMITTEE ON PROBATION AND PAROLE

CRUGER, POWELL, MRS. PORTER, HURD, BURDEN, CUTTING

COMMITTEE ON PRISON ADMINISTRATION

HOCHSCHILD, DOWS, PAVEY, SAGE, SCHIFF, DAVIS

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

January 27, 1936

HON. M. WILLIAM BRAY,

*Lieutenant-Governor of New York:*

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

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK

By EDWIN O. HOLTER, *President.*  
E. R. CASS, *General Secretary*

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## RECOMMENDATIONS TO THE LEGISLATURE

### I. CRIME LEGISLATION

It is earnestly urged that in considering legislation offered to deal with crime and its treatment party lines be abandoned and all legislation tending toward the wise protection of society be enacted into law. The present is no time to delay in order to get credit for the initiation or enactment of legislation dealing with crime. Many of the proposals that will come to legislative attention have been made on previous occasions and owe their origin to more than one person or group.

### II. CRIME PREVENTION BUREAU

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

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

### III. CLASSIFICATION OF PRISONERS

An outstanding weakness in our State prisons and reformatories is the lack of a satisfactory classification of the inmates by insti-

tutions, and a diversity of program of care and treatment of prisoners. It is true that there are a number of institutions intended to house special types of offenders. Yet the greater number of the reformatory and prison population represents within each institution a heterogeneous group. Therefore, it is strongly urged that there be made an evaluation of the functions of the various reception and classification units of the Department of Correction, with a view of determining to what extent their existence has made for progress in the distribution and treatment of the prison population. Some of these units are comparatively new and need time for development. However, the fact remains that in most of the prisons, and the same is true of the Elmira Reformatory and the State Vocational Institution at Coxsackie, there is a mixture of population which brings into close association hopeful and less hopeful inmates, and undoubtedly to the detriment of the former. Decided progress has been made in the classification work of the Department in ferreting out the insane and potentially insane, as well as feeble-minded inmates. Notation has often been made of the psychopathic condition of inmates, and recommendations as to their treatment, particularly with respect to housing, but if the reception and clinical personnel of the Department is to function considerably beyond the point of *diagnosing and labeling* prisoners there must be developed a more practical classification and distribution of inmates. This should allow for a greater emphasis toward reformation and rehabilitation for those inmates giving most promise of favorable reaction, and, at the same time, remove them from the harmful association with inmates giving little or no promise of reformation.

#### IV. SPECIAL PERSONNEL

That an appropriation be made for the following positions in the State Department of Correction: (a) a director of foods; (b) a director of classification. A director of foods long has been needed to make for the more scientific and economical feeding of prisoners. A director of classification is greatly needed to establish a central stimulus and co-ordinated functioning of the classification program and personnel of the Department.

#### V. TRANSFERS TO WALLKILL

The Medium Security Prison at Wallkill was established for several purposes. First, to demonstrate a more acceptable type of architecture and economic construction, and second, and most important of all, to allow for the bringing together in one institution, and in a comparatively small number, inmates selected from the various prisons for the purpose of concentrating on a program of training and rehabilitation. The selection of inmates for this institution thus far has not been satisfactorily in keeping with the

thought underlying the establishment of the institution, with the result that instead of receiving a more promising type of prisoner for suitable demonstration, there has been received the average run of the mill from the standpoint of age, intelligence, offense, etc. Further, the time remaining to be served by those transferred is comparatively short, giving rise to the question whether the program of the institution, with its high per capita, can be employed to its maximum value. It is therefore urged that scientific means to the extent of their value, and greater care, be used in the transfer of inmates to the Wallkill Prison.

#### VI. COMMITMENTS TO ELMIRA REFORMATORY

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

#### VII. CONFLICT OF SENTENCES

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



## VIII. EDUCATIONAL PERSONNEL

The items in the Governor's budget for an increase of the personnel in the central office of the Division of Education, and at the various institutions, should be allowed. They represent a minimum as proposed by the Governor's Commission on Education in institutions, which has given unusual devotion and study to the development of prison education in its broadest sense.

## IX. OLD SING SING CELLS

The slogan in 1916, "Sing Sing Must Go," should be made, so far as the old cells are concerned, a reality in its entirety. Therefore, the Legislature should determine a date subsequent to which it will be forbidden by law to use, for the housing of prisoners, the stone, vault-like cells in the old cell house at Sing Sing Prison. These cells, built in 1825, have been publicly condemned for decades, and were doomed by the Legislature when, in 1916, bills were passed for the rebuilding of Sing Sing Prison. The Prison Association of New York was conspicuous in the final campaign for a new prison, and therefore deplores the fact that there are more than eight hundred of the old cells still available, and that at times it has been necessary to use more than six hundred. The use of these cells is not to the liking of the State Department of Correction, but the Department has been handicapped because of the large prison population. However, since the new institution at Woodbourne offers accommodations for certain types of inmates, thereby relieving other institutions, this handicap is considerably eased. Therefore, a specific legislative mandate prohibiting the use of these cells after a fixed date is in order, and until such action is taken the long condemned cells are likely to be used. It is paradoxical that when the State of New York rightfully can boast of some of the best prison construction in the country, and the renovation of the old housing quarters at Auburn and Clinton prisons, it must also admit the use of so large a number of the long complained of cells at Sing Sing.

## X. PRISON LABOR ON HIGHWAYS

That an appropriation be made for the use of prison labor on highway construction. It is regretted that an item of \$150,000 for prison camps and cantonments was stricken from the Governor's budget by the 1933 Legislature, and since then no similar appropriation has been made. This form of labor is universally approved by prison administrators, and although there is some objection on the part of highway contractors, the extent to which prison labor, in competition with free labor, has been used on highway construction is negligible. Furthermore, the use of prison labor on highways is in accord with the State Use system of employing prisoners, the State Constitution, and the Correction Law. Attempts to repeal provisions of the law permitting the use of prison labor on highways should be defeated.

## XI. PRISON GUARDS

That approval be given to the Governor's request that an appropriation of \$2,500,000 be allowed for an eight-hour day for the employees of State institutions, including prison and reformatory guards. It is an outstanding injustice that prison guards do not receive one day of rest in each week. This is a serious and unreasonable situation considering the important part which the right kind of prison guard personnel should play in the program of an institution. Though belated, it is being recognized now that the influence on the prison population of the right kind of guard personnel is most essential in the working out of a progressive prison program. Every experienced administrator will admit that his guard force can make or break his efforts toward good administration. Therefore, in addition to having the highest type of personnel, the conditions under which they are to labor, such as compensation, hours of labor and periods of rest, must not be overlooked.

## XII. SENTENCES BASED ON PLEAS TO CRIME OF LESSER DEGREE

The too frequent practice in our criminal courts of accepting pleas to crime of lesser degree should be investigated. Courts and district attorneys give various explanations for this procedure. Nevertheless, it is observed that too often the practice is an advantage to the seasoned and hardened offender. It results in committing to a penitentiary, such as the one in New York county, of many who should be in a State prison, and thereby handicaps the program of these institutions and defeats the purpose for which they were established, to wit, the care and treatment of minor offenders. The Governor's suggestion that the district attorney write into the record the reasons for recommending a plea to a crime of lesser degree is a step in the right direction, as is also the suggestion that grand juries follow up the disposition of indictments. The Governor's statistics on this subject are further illuminating:

In one of our most populous counties the court which handles felony cases secured 1,378 convictions during the last six months of 1934. Of this number 1,311, or 87% of all the convictions, were convicted by plea of guilty. Those convicted by plea of guilty to misdemeanors, although all were originally indicted for felonies, numbered 750, or 54% of the total convictions. In another of the larger counties during the first six months of 1935, less than 10% of the convictions of persons indicted for felonies were by trial, 91.1% being by plea. Pleas of guilty to misdemeanors accounted for 58% of all the convictions.

Misdemeanor pleas were accepted in these counties in cases where the indictments were for offenses of the most serious nature and where defendants referred 217 persons originally indicted for burglary were convicted during the six months period. Of this number 175, or 80.6%, were allowed to plead guilty to misdemeanors. The corresponding percentage for grand larceny cases and for assault cases was 73%. In both the counties cited, misdemeanor pleas were accepted from persons indicted for felonies and having from one to five previous felony convictions.

### XIII. INCREASED USE OF INDETERMINATE SENTENCE

That the distinction between indeterminate and fixed, or definite, sentences be abolished, and all convicted felons, with the exception of those sentenced for murder, first degree, receive an indeterminate sentence.

### XIV. EXPANSION OF PAROLE

That serious consideration be given to the expansion of the indeterminate sentence and parole. The so-called Quinn-Robinson bill (Senate Int. No. 1396, Pr. No. 1588) passed by the 1934 Legislature but vetoed by the Governor, should be altered so far as it can be to meet with Governor Lehman's objections. It should be recalled that the Governor in his veto message said, "For many years I have been a strong advocate of the principle of parole . . . I am thoroughly convinced that the principle of parole is sound and that it should be gradually extended."

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

That consideration be given to the extension of the authority of the Division of Parole to apply to the Reformatory inmates at the Westfield State Farm, the inmates of the State Vocational Institution at Cossackie (formerly the House of Refuge on Randall's Island), the Albion State Training School, and the institutions at Napanoch and Woodbourne. At the Westfield State Farm it will relieve private agencies of work that is properly a State function, and at all these institutions it will make for a more uniform system of preparole procedure, the determining of fitness for parole, and supervision while on parole.

### XVI. FOURTH OFFENDER FELONS

In 1932 the fourth offender law was amended to provide an indeterminate sentence with a minimum of not less than fifteen years and a maximum of natural life. It was intended that this change should apply to all who had been sentenced between 1926 and 1932 and subsequently, and that in all cases opportunity be given to reduce the duration of the minimum period through an allowance for good behavior. However, an opinion of the Attorney-General held that the good conduct provision could not be applied to those sentenced between 1926 and 1932. Therefore, to make for a uniformity of treatment in accord with a change in the public attitude toward the imprisonment of fourth offenders, as indicated by the action of the 1932 Legislature, it is urged that section 1942 of the Penal Law be amended to permit the reduction of the minimum sentence, through good conduct, of those sentenced as fourth offender felons between 1926 and 1932.

### XVII. TREATMENT OF TRAMPS AND VAGRANTS

That attention again be given to the need for special care and treatment of tramps and vagrants. The experience of institutions

and agencies during recent years shows that the State must take action. The Beekman site in Dutchess county, which was originally purchased by the State for a tramp and vagrant colony,\* but was never used as such, and was transferred to the Department of Mental Hygiene, should be made available for its original purpose.

### XVIII. LUNACY COMMISSIONS

That legislation be enacted to improve the procedure of dealing with those charged with a crime who are suspected of being insane or otherwise mentally ill. The practice of appointing so-called lunacy commissions is costly and questionable. It is held that too many commissions are appointed, and too frequently the personnel of these commissions is not professionally and otherwise qualified to undertake the discharge of an important responsibility.

### XIX. QUALIFIED PSYCHIATRISTS

The State Mental Hygiene law should be amended so as to provide minimum qualifications for those who desire to practice psychiatry and to establish a board of examiners in mental hygiene to determine the fitness of candidates in accord with such qualifications.

### XX. COUNTY JAILS

Legislation intended to improve the county jail system in the State should be enacted. In this connection a report entitled "A Plan for the Custody and Training of Prisoners Serving Sentences in the County Jails in New York State," submitted by a committee in 1925, should be studied and its recommendations given serious consideration. As far back as 1846 the Prison Association of New York recommended the abolition of the county jails and the substitution of district prisons for convicted prisoners, leaving the county jails to be used only for the detention of persons held on criminal charges or as witnesses. Attention should be given also to the existence of numerous police lock-ups and city jails. With present day means of transportation it is likely that there can be a consolidation of the use of some of these village and city lock-ups, and that such a change can be tied in with the general proposal relating to the use of county jails only as places of

\*The Prison Association played a prominent part in the campaign in 1910-11-12 which resulted in legislation providing for a tramp and vagrant colony. The annual reports of the Association for those years contain considerable material on not only the State situation, but the treatment of the problem in foreign countries. For a renewed and up-to-date statement of the problem the reader is referred to a study made by the Committee on Farm Colony for Vagrant and Maladjusted Homeless Men of the Section on Homeless 87th Annual Report of the Association (1931). Original and subsequent legislation relating to the farm and industrial colony for tramps and vagrants, and subsequent action relating to the disposition of the site, is also given.

detention for those charged with crime or held as witnesses. The day must come when the legal functions and use of these various institutions will be dealt with other than along purely geographical lines. While the Criminal Code is made to cover the whole State the judicial and penal system is affected by county divisions. This some day should be replaced by State control and administration.

## XXI. CONTROL OF BRONX AND RICHMOND COUNTY JAILS

Amend the Greater New York Charter to bring the control of the Bronx and Richmond county jails under the control of the Department of Correction of the city of New York, and also the handling of prisoners between the New York City prison (the Tombs) and the Criminal Courts building. The Department of Correction should have also the power and authority concerning the care, custody and control of all court pens for the detention of prisoners while in the Magistrates' Courts of the city, the Court of Special Sessions, the Court of General Sessions, and the County Courts in the boroughs of Bronx, Kings, Queens and Richmond. Further, the Department should have entire power and authority, custody and control, of all vans and vehicles employed for the transportation of prisoners who have been sentenced or are awaiting trial. These proposals, if effected, will make for economy, the elimination of duplication, and the centralization of responsibility.

## XXII. THIRD DEGREE METHODS

That a special committee of the Legislature be appointed to investigate the complaints of police brutality, commonly referred to as the "third degree." The reports of such brutalities and their denial, and at the same time the appearance of prisoners after their contacts with the police, suggest that an investigation would be desirable. As a first step, the proposal that prisoners when arrested be brought immediately before a magistrate should be put into practice.

The Federal Bureau of Investigation of the U. S. Department of Justice, some of the agents of which are popularly referred to as G-men, issues a monthly bulletin. The January, 1936, issue, Vol. 5, No. 1, contains a pertinent article entitled "The Confession and Third Degree Methods." A significant sentence reads: "By the application of scientific principles to crime detection and criminal apprehension there is no need to resort to third degree methods to obtain convictions even in the case of the vicious mobster of today's organized crime." Another sentence reads: "The poignant challenge, 'when lynx-eyed departmental sleuths are baffled by a paucity of clues (generally furnished by stool pigeons) or when they are too stupid or lazy to gather material evidence against a prisoner, they transform their tipstiffs into divining rods, and work diligently on the suspect's skull until he 'comes clean;' rubber hose, which leaves no incriminating welt on face or body, being a

favorite weapon with the confession snatchers,' must be refuted by a record of convictions that stand upon evidence developed through persistent, intelligent investigation."

## XXIII. EXTENSION OF FINGERPRINTING

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

## XXIV. TERM OF SHERIFF

The legislation passed last year to amend the Constitution, allowing the sheriff to succeed himself in office through re-election, should again be approved to allow for submission to popular vote.

## XXV. ALIEN PRISONERS

All alien prisoners should be released at as early a date as is practicable, for the purpose of deportation. Attention is called to the fact that the U. S. government is now taking such action, and the President is commuting sentences of aliens for this purpose.

## XXVI. COMPENSATION FOR INJURED PRISONERS

That study be given to the need for establishing a system of compensation for prisoners who are injured while employed in the industries or otherwise in the institutions of the State Department of Correction. There are instances where prisoners have been seriously and permanently handicapped through no fault of their own, and yet have not been compensated by the State. There are also instances where prisoners have received large sums of money. It is, therefore, necessary to establish in law a procedure which will make for justice to the taxpayers and the injured prisoner, and at the same time set up safeguards against fraud and exploitation.

## XXVII. STATE SUBSIDY FOR PROBATION

Although probation has been used as a method of dealing with those convicted of a crime in this State for more than thirty years, and regardless of the stimulation given by the State Division of Probation and the State Probation Commission, fourteen counties still have no probation service, and five additional counties have no probation service for adults. With about three possible exceptions no community in the State has an adequate number of properly trained probation officers, and some of the large communities have as many as eight separate probation departments attached to the various courts, which function entirely independent of one another, and with no uniformity as to personnel standards or quality of work. The State Division of Probation does not have the

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

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

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

(c) It was estimated in 1932 that the total cost for probation service throughout the State was \$1,546,204. The additional cost of organizing and maintaining probation service in those counties now without probation service would not exceed \$150,000 annually, which sum would have to be provided by the counties. The total annual expenditure for all probation service in the State would then be approximately \$1,700,000.

(d) Since there are many probation services which fall below the minimum standards now recommended by the State Division of Probation, the State would not have to expend 25 per cent of the total probation budgets as soon as legislation establishing the State subsidy was passed. In view of the above, for the first year or two the State subsidy would probably not exceed more than \$150,000.

## XXVIII. CONSOLIDATION OF LOCAL PROBATION SERVICES

Governor Lehman in his message to the Legislature quite properly commented on the long standing situation as follows:

In some of our counties we have sought to create a separate probation service for each court. A consolidated probation department in each of such counties, serving all the courts of the county, would unquestionably be better. From it would come more uniformity, higher standards of work, greater economy, and more effective administration.

To remedy the above situation he makes the following recommendations with which the Prison Association is heartily in accord:

I recommend legislation enabling any county to consolidate its probation services in one unit.

In New York City there are eight distinct probation services. It is believed that some of these services should be brought together.

I recommend the enactment of appropriate legislation to enable the city of New York to consolidate two or more or all of its probation services as the need may develop.

## CRIME STRIKES HOME!

The most startling characteristic of the crime problem today is its implication with the youth of the nation. When the fact is realized that over 20 per cent of the crimes committed are by persons not yet old enough to vote, and who should be still under the close jurisdiction of the home, certainly it is time to devote serious thought to the real meaning and many ramifications of this all-encompassing problem. As this Association has stressed constantly throughout the past few years, the greatest single cause of crime is public indifference and its neglect of responsibilities. The procedure of least resistance in allowing a slackening of individual responsibility is a major cause of the growing fact that crime is an incidence of youth.

Statistics issued by the Federal Bureau of Investigation indicate that of the total arrests during 1935 the largest single age group was nineteen years, which is an average of two full years below the age of majority or the accepted legal limit of parental responsibility. Comparing this with the official census figures of twenty-five years ago, 1910, we find that in that year the largest single age group ranged between the ages of twenty-five and thirty-four. On the basis of this and other reports it can be concluded that crime and youth have been partners for some time. When such disclosures are revealed it is high time for aroused public opinion and action. A special study made a few months ago by Warden Lewis E. Laves of Sing Sing Prison of one thousand consecutive commitments to that institution, indicates that 70 per cent of these persons committed some delinquent act before reaching the age of twenty-six. Furthermore, the Board of Education of the city of New York claims that one-fifth of the school children of the city are under-nourished and ill-clothed to such an extent that it is impossible for them to pursue their studies with profit. Continuing this none too pleasant picture we find that since 1902 it has been unlawful to build a certain type of tenement house in New York, yet investigations have revealed that 66,000 of these disgraceful dwellings remain and that more than 125,000 families in New York City are living in houses requiring major structural alterations to make them safe. It is a question as to just how many of the enlightened citizenry of this State realize exactly how thousands of others are existing. It is a question as to how many of the local voters realize that six square miles of Manhattan's surface is covered by slums and old-law tenements. With such wretched living conditions is it any wonder that crime continues to breed from such sections as mosquitoes breed from stagnant pools? Yet during recent years many States appropriated enormous sums for mosquito elimination projects, but how much has been proportionately set aside for slum clearance?

This situation is thrown together with the fact that the cost of crime to the public has become so great as not to allow for

accurate calculation. The best that can be done is to offer the conservative estimate that the bill amounts to at least fifteen billions of dollars. Each resident of this nation, be he young or old, can count on contributing his share of at least \$120 towards the payment of this bill. Throughout the country budgets and expenditures for the detection, apprehension, prosecution and incarceration of the criminal are constantly increasing. In addition to the monetary cost of the crime situation, it is estimated that one out of every eighty-four persons was subjected during 1935 either to death or injury through crime. And yet, in spite of all this, public opinion remains as only a smoldering fire, remaining, some day, we trust, to break out in a true blaze of indignation.

Commenting briefly on other discouraging features of the problem we mention the fact that the past several years has witnessed many changes in prison administration in the different states, which can be partially traced to local and national political situations.

Another cause for a none-too-smooth state of affairs, and possibly the greatest single cause, has been the extreme overcrowding that has taken place within the prisons of the country. For example, we are now witnessing the highest Federal prison population that ever has been recorded. We also find in New York State an extremely high prison population. Generally speaking the civil population of this State increased during the past ten or twelve years about 21 per cent, while the population of New York's penal institutions increased during the same period approximately 108 per cent. Throughout the nation similar conditions are no less startling, for instance Folsom Prison in California, with a capacity of 1,353, houses 2,850 prisoners; in the same state San Quentin Prison with a capacity of 3,455 had, during 1935, an average population of 5,590. Is it any wonder that the task of prison administration, with overcrowding breeding considerable idleness, is indeed a difficult one?

Transforming this pictorial review into more pleasant and encouraging tones it is gratifying to note that at least locally public opinion is gradually being aroused into action. One outstanding feature was the Governor's Conference on Crime, the Criminal and Society. Convening in Albany in the early fall season this conference was attended by hundreds of delegates officially invited by Governor Lehman to consider many of the important and pertinent angles of the crime situation. In his main address the Governor struck the keynote of the problem by stating that "... the time has come when we, the citizens of the State, should know and understand the situation and meet the challenge of lawlessness with courage and determination. We can obtain success only if the people themselves are aroused and cooperate with the forces of government." The direct result of this conference was the presentation to the Legislature of a sixty-point anti-crime program.

It is also encouraging to note the very excellent work of the agents of the Bureau of Investigation of the U. S. Department of Justice, popularly known as the "G" men, in attacking the many

phases of organized and professional crime. The Federal Bureau of Investigation is an excellent example of what law enforcement agencies can accomplish when entirely devoid of political influence. We stress again the fine achievements and work of this organization yet we emphasize the fact that the crime problem will never be completely solved by the sole use of tear gas and machine guns.

Throughout the year it has been interesting to observe the increased public attention to the problem of parole. This Association, in conjunction with the American Prison Association, has been conducting a survey on the existing parole situation. While the arrest of several notorious criminals has revealed the fact that they have been on parole, it is interesting to point out that government statistics indicate that of 90,500 arrests during a part of last year only 509 of these persons were on parole at the time of arrest.

Concerning the State of New York, the public will be pleased to learn of the official report of the State Commissioner of Correction indicating that major crimes decreased 3.5 per cent during 1935. Despite this decrease an average of 125 major crimes were committed every day of the year or slightly more than five major crimes for each hour of the year.

It is fully realized that the preceding statements are largely statistical and factual, yet it is the desire of the Association to impress upon the public and to vividly point out the many angles that still must be considered in connection with the crime situation.

Year after year the Prison Association, together with others, has fought to secure for the people of this State a prompt, fearless and impartial administration of justice. It has tried to break through the sinister influence referred to as "protection and pull." After ninety-one years of this effort the Association declares that such protection can be destroyed only through the alertness and constant demands of the people themselves, and again we emphasize that public indifference and neglect stands indicted as the greatest cause of crime in the United States.

#### Politics in Prisons

The State of New York fortunately has long abandoned the formula, so far as the personnel of its correctional institutions is concerned, that "to the victors belong the spoils." The wardens of prisons and the superintendents of reformatories and other institutions under the direct administrative control of the State Department of Correction are Civil Service employees. The State Commissioner of Correction and the Deputy Commissioner of Correction are not under Civil Service, but these positions in the last ten years have not been dictated through politics. It can be truly said, and that was brought out quite clearly in the excellent report of the National Commission on Law Observance and Enforcement, better known as the Wickersham Commission, that the American prison system is sadly lacking in many ways, but among all its faults one that stands out glaringly is that of *political interference*. Especially

during the last two years, there have been more changes in the various states of institution heads and subordinate personnel, than for many years prior, and these changes are traceable mainly to one reason, and that is that the ousted official was not of the correct political affiliation. So long as we continue to select on the basis of political identity, rather than special training and well-rounded qualifications, for such an important duty as the head of a department, institution, or member of an institution staff we can expect to continue to reap the harvest of inefficiency, ignorance, lack of genuine interest and progressive programs, and the many other evils attendant upon a procedure as uncertain and ruthless as political dictation. In striking contrast to our American system is that in European countries, where it is noted that heads of institutions are picked because they are specially qualified to do an important and difficult work, and are allowed to continue, during good behavior and satisfactory performance of work, regardless of politics. This not only gives a higher grade of personnel, but makes for the development and continuity of policy and program. Much has been said recently about *career men*, and it is safe to say that until the idea is brought into the prison service of this country there is little hope for worthwhile progress. The quality of the personnel of any institution, from the highest position to the lowest, is most essential to the best interest of public welfare and protection, and a program of intelligent handling and treatment of inmates. When prisoners recognize that heads of institutions are political appointees, and not always men of the best type, and when they find little inspiration or encouragement from the character and conduct of the prison personnel, it is obvious that they have no incentive toward self improvement. Therefore, it is proper and timely to say again, that one of the curses of the American prison system is politics, and until this is recognized and acted upon by the people, the prison systems of many states cannot be expected to improve. Civil Service, even when fairly administered, cannot be 100 per cent perfect, but at least it is more likely to result in appointments based on good character, knowledge and experience, than solely because of ability to support a political machine.

**State Crime Conference** Beginning September 30, 1935, at the call of Governor Herbert H. Lehman, there was held at the State Capitol a four-day Conference on *Crime, the Criminal, and Society*. The program was carefully planned several months in advance, and carried out with an unusual degree of alacrity and thoroughness. There were many distinctive features about the Conference, such as the breadth of the program, the care with which speakers were selected, the painstaking deliberations of the various sections, and the character and size of the attendance. Outstanding, however, was the unquestionable sincerity and determination of the Governor to do something remedial about the crime problem. It was clear that he was not to be

content with a flurry of enthusiasm during the days of the Conference, or with just another Crime Conference report. He voiced defects in many directions relating to crime treatment, and did not hesitate to urge that they be openly and courageously discussed, and that remedies be offered and applied so far as practicable. Of particular significance are two excerpts from the Governor's address at the opening of the Conference:

There is no question that in recent years there has come a substantial increase in organized crime. The professional criminal has become bold; he regards the law with contempt. His arrogance and cynicism is a constant challenge not only to law enforcement officials but to the very fundamentals of our democratic form of government. Even the heavy penalties for murder and manslaughter frequently do not deter the gangster from shooting to kill when it will facilitate his operations and assist him in escape or help in preserving his power over his fellows.

Certainly, at least some of his success and apparent immunity is due to the definite indifference or inertia on the part of our public officials and of the public itself. Such a situation must no longer be tolerated. . . .

We must take steps to increase the certainty of punishment following crime. It will require some changes in law and in administration. It will demand better methods of detecting crime and this means changes in the methods and organization of our police. It will necessitate speedier action in the courts to bring to trial those charged with crime; in other words, real improvement in the administering and handling of the criminal courts. We must have fewer legal technical loopholes in trials and appeals, and this means modernizing the rules governing criminal procedure. The bench and bar should provide a higher standard of ethics on the part of lawyers. It will make indispensable a complete severance of relations between politicians and law enforcement agencies. Increased pressure from the public on their law enforcement officials will be essential. I am convinced that much can be accomplished and that for every obstacle to a just conviction that we remove, we will greatly lessen the commission of crime generally.

I believe that one of our principal troubles in the past has been that we have never considered the problem of the criminal as a correlated whole from the time he is a potential delinquent to the time he is returned from prison to society. We have thought in terms of the police alone, of prisons alone, of laws, of courts, or of parole, and have directed our attention to the improvement of each one of those separately and without any attempt to coordinate or correlate their very definitely interdependent activities.

How closely they are related and how much each one depends upon the effectiveness of the others is becoming more apparent to me every day. The efficiency of a police department is directly affected by the functions of every one of the other law enforcement agencies in this State—the courts, the district attorneys, probation and parole officers, and the penal institutions. The police officials are not going to exert their best efforts if they feel that the courts are turning men out when they should be held for trial, or if conviction of the criminals they have arrested fails because of inefficient or dishonest prosecution. Their work too, is directly affected by the handling of the prisoner in our institutions and by what he is learning for good or evil while there. The performance of their duties is helped or handicapped in direct proportion to the cooperation they receive from probation and parole officials.

Exactly the same situation holds true with all of our other agencies dealing with crime and the criminal in this State. The work of a parole board is largely influenced by the treatment of men in prison, by the soundness of the sentences imposed by our courts, by the attitude of the police officers toward parolees, by the degree of crime to which the prisoner may have been allowed to plead when he comes before the court.

District attorneys cannot function properly if they have supine courts or indifferent police departments. The courts, in turn, are greatly affected by

the degree of cooperation they receive from the district attorneys and from their probation officers, as well as by the interest and integrity of the arresting officials.

If we are to get results, all parts of our law enforcement machinery must be substantially integrated and their activities coordinated. The need of cooperation and coordination does not stop with the law enforcement agencies of a particular unit. The need for cooperation exists between different units of government. Today we are sadly lacking in cooperation between the district attorneys of different counties, between sheriffs of our various counties, between local and state police, between county, city, state and federal agencies.

The General Secretary of the Prison Association, at the request of the Governor, served as a member of his Advisory Committee in preparation for the Conference, also as Secretary of the Section on Institutional Care, and, subsequently, on the Follow-up Committee, the work of which was indicated by the Governor as:

The next step is to capitalize on the work of the Conference. At the conclusion of the Conference I promised to submit to the Legislature at its next regular session a comprehensive program to combat the criminal. I propose to commence the preparation of that program immediately.

At its November, 1935, meeting the Executive Committee of the Prison Association adopted the following resolution:

**WHEREAS**, The crime problem continues to be a serious public menace, and  
**WHEREAS**, There is great need for a better public understanding of and action on the many aspects of the problem:

**BE IT THEREFORE RESOLVED**, That the Executive Committee of The Prison Association of New York record its high commendation of the initiative shown by Governor Herbert H. Lehman in calling a Conference on Crime at the State Capitol in Albany, September 30th to October 3rd, 1935, and the thoroughness of preparation for and administration of the program of that Conference.

**BE IT FURTHER RESOLVED**, That the Association pledge its wholehearted interest and support to Governor Lehman in his genuine attempt to combat crime conditions in this State, and to make for a more satisfactory and intelligent administration of criminal justice.

The work of the Conference was crystallized in a special message by the Governor to the 1936 Legislature (Legislative Document (1936) No. 57, entitled, "Recommendations for the Improvement of Criminal Law Enforcement"). He referred to it as his sixty-point program, divided into six parts: Crime Prevention; Detection and Apprehension; Prosecution and the Courts; Institutional Care; Probation and Parole; Interstate Cooperation.

The action of the Legislature on the various bills should be watched with keen public interest. Where there is an honest difference of opinion as to the value of certain changes in the laws relating to court procedure, institutional management, and other phases of crime treatment, the public should be informed as to the basis for such difference of opinion, but in no instance should political maneuvering of any kind be allowed to enter into the controversy, especially since the Governor has made it clear that his sole interest is to make for better public welfare and protection.

#### Interstate Crime Conference

This Conference was called by Governor Harold G. Hoffman of the state of New Jersey, and was held at the State Capitol, Trenton, on October 11 and 12, 1935. The General Secretary of the Prison Association was made Secretary of the Section on Probation and Parole. There were thirty states represented, and most of the delegates were attorney-generals or their deputies. Active in the Conference was the Council of State Governments, with headquarters in Chicago, and maintained by private funds. The chief aim of this Conference was to bring about interstate action on the various phases of crime treatment through agreements or compacts. There seemed to be general accord that crime must be dealt with on an interstate basis, and that state lines should not be allowed to continue to work as they now do, to the advantage of the criminal. There was excellent discussion and resolutions were adopted which should prove helpful. An outgrowth of the meeting was the establishment of an Interstate Commission on Crime, which is to make for permanent machinery for crime control through interstate co-operation. In an attempt toward the standardization of laws having to do with interstate co-operation, bills on the following subjects were offered for consideration and enactment to the legislatures of the various states: To Make Uniform the Law on Close Pursuit and Authorizing a State to Co-operate with Other States Therein; Uniform Act to Secure the Attendance of Witnesses from Without the State in Criminal Proceedings; Providing that the State of . . . May Enter into a Compact with any of the United States for Mutual Helpfulness in Relation to Persons Convicted of Crime or Offenses who may be on Probation or Parole; To Make Uniform the Procedure of Interstate Extradition.

#### Parole Commission of the City of New York

In the budget submitted by the Mayor to the Board of Estimate and Apportionment no provision was made for the continuance of the New York City Parole Commission. This came as a complete surprise to many individuals and agencies in this city. It finally became known that a few individuals had worked up a survey during the summer months which results in the Mayor's action. There was resentment on the part of agencies and interested persons because this survey had been carried on very quietly, and really did not become known until the press release bearing on the Mayor's presentation of the budget to the Board of Estimate and Apportionment.

On October 11 the General Secretary appeared before the Board of Estimate and Apportionment to protest the lack of appropriation for the Parole Commission, and as the representative of the Prison Association of New York, the State Probation Commission, and the Protective and Correctional Section of the Welfare Council of the city of New York. The Mayor was courteous, attentive, and apparently anxious to get a different picture of the whole situation. It was evident that he received many surprises, one of which

was that the Parole Commission was the child of the previous Fusion administration, having been created by the combined efforts of the then Commissioner of Correction, Dr. Katharine B. Davis, the Deputy Commissioner of Correction, Burdette G. Lewis, and the Prison Association of New York. There is no doubt that the Mayor soon realized that one or more persons "had led him up a blind alley." No one spoke in favor of the proposal. Immediately following the General Secretary's talk two of the borough presidents moved for an immediate restoration of the item. The Mayor asked that the matter be deferred. The final action, however, was the restoration of the appropriation, with a reduction of \$14,000. This is an important victory.

**U. S. Survey Toward the end of 1935 the Federal government decided upon a study of release procedures in the various states, to be under the administrative control of the Department of Justice. On invitation of the U. S. Attorney-General, Hon. Homer S. Cummings, the General Secretary of the Prison Association agreed to serve as a member of the Advisory Committee of this study. WPA workers will be employed, and the sum of \$1,450,000 has been set aside. The chief purpose of this study is to make:**

(a) A comprehensive digest of the laws, procedures and practices used in the different states (including the District of Columbia) and by the Federal authorities in the disposition of convicted persons; (b) a statistical survey and analysis to show (1) the number of such individuals convicted, (2) the frequency of the different types of dispositions made by the courts and the basis of selection of cases for this purpose, (3) their personal, social and other characteristics in relation to types of dispositions made by judicial, custodial, parole, and other authorities, and (4) the interrelation between personal, social and other characteristics of such convicted persons and the type of treatment and its success.

The ultimate objective of the study is to disclose the effectiveness of the different statutory, institutional, and other measures used currently in the several jurisdictions. A subordinate purpose is to determine the nature, extent and prognostic value of information now obtained by courts, probation officers, prisons, and parole officials.

In order to carry out the purpose of the study as it has been broadly outlined, two different approaches are to be adopted:

I. An examination of the laws in force in the several jurisdictions relating to procedures of release will be made by a staff of trained and qualified persons, to include studies of organization and qualification of personnel, and the actual practices followed in the treatment of the offender, as these are related to release. The examination will cover:

- A. A digest of the laws governing disposition of persons convicted of crime.
- B. A study of facilities available for administering probation.
- C. A study of types of disposition other than probation and imprisonment, such as suspended sentence, fines, etc.
- D. A study of institutional facilities, policies and procedures as affecting releases.
- E. A study of laws, policies and procedures in granting pardons and commutations, and in granting and administering parole, conditional release, "good time," etc.
- F. Writing a comprehensive summary of the findings as specified herein for each of the jurisdictions studied in conformity with the instructions of the Administrative Director.

II. The collection from available records of statistical and other factual information concerning the personal, social, psychological, and other characteristics of persons convicted of crime. This will be performed under the direction of a staff of trained statistical field supervisors, who will establish as many Works Progress units as necessary for this purpose. This information, recorded on specified schedule forms provided for the purpose, will be sent to the central office in Washington where it will be subjected to an intensive analysis to determine interrelations existing between: (a) the characteristics of persons convicted of crime and the type of disposition made of them, (b) differential characteristics of probationers, (c) differential characteristics of persons given an institutional sentence, (d) length and kind of institutional sentence in relation to offense and other characteristics of prisoner, (e) differential characteristics of parolees, (f) interrelation between various characteristics of offenders and the degree of success of corrective methods to the extent that these are of prognostic value in relation to conditional release, (g) preparation of experience tables wherever the findings warrant.

**Parole Study** Continuing its long standing interest in the subject of parole, and before it became aware of the decision of the Federal government to undertake the above study, and in an effort to bring up to date valuable information such as that contained in its study in 1927 entitled, "Digest of Indeterminate Sentence Laws and Parole Rules," the Prison Association began to gather early in 1935 information from each state as to laws governing parole, parole organization and administration. The results of this study, compiled by Mr. Roberts J. Wright, Assistant Secretary of the Association, are set forth beginning on page 79.

**Co-operation with the Association** was called upon a number of **Civil Service** times to co-operate with the New York State **Commissions** Department of Civil Service and the Municipal Civil Service Commission of the city of New York, in the holding of examinations or the setting up of standards for positions and preparing of questions for examinations. This is a time consuming form of public service, but is wholly justified because of its importance and the desirability of getting a high grade of personnel for probation, parole and institutional service.

**Juvenile Aid Bureau** This was formerly the Crime Prevention Bureau until Mayor LaGuardia decided on the need for a change in title. It is a question just how sympathetic the present city administration is toward the continuation, in the Police Department, of a separate unit for crime prevention work among the young people of this city. For one year the bureau continued without a successor to Miss Henrietta Additon, the former Deputy Commissioner in charge. It seems now that instead of the head of the bureau being a deputy commissioner, the title is to be that of director, suggesting a permanency of office. Since this change seems to be in order, the position is taken by the various agencies in the Welfare Council of the city of New York and the Civil Service Reform Association, that the appointment should come within the Civil Service Law, in the competitive class.



The Prison Association always has supported the position that Civil Service, with all its faults, is far superior to the spoils system, and that it is desirable for the success of any work to obtain the best possible personnel. Therefore, the Association joined with other organizations in an appeal to the Municipal Civil Service Commission to put the position of Director of the Juvenile Aid Bureau in the competitive class.

**Third Degree** The Association continues to give attention to complaints about alleged police brutality. Time and time again we have tried to make a case. The same difficulties are always met, and it is often stated by the police that no such practice as the third degree exists. We have repeatedly urged the Legislature to appoint a special committee and to make an intensive investigation. It is gratifying to note, as announced by the press in September, that the special legislative Commission on the Administration of Justice, to which body we have given our annual reports and recommendations, has taken notice of the complaints from this Association, and from other sources, of the so-called third degree practices. Its Advisory Committee has recommended certain changes relating to the conduct of prisoners during the first judicial proceeding. The progress and final outcome of the recommendations of the Advisory Committee of the commission will be watched with interest.

Special reference is again directed to our recommendation on this subject on page 20.

**American Prison Congress** The General Secretary of the Prison Association of New York is also General Secretary of the American Prison Association, which in a sense owes its origin largely to the efforts of the former organization. The Sixty-fifth Congress was held in Atlanta, Ga., October 27 to 31, 1935. There were delegates from forty-three states; the District of Columbia and Canada. The regular attendance of the delegates at the various section meetings and general sessions, the fullness and frankness of discussion, and the high level of the addresses, was most encouraging. No one attending the Congress, if in any way receptive, could help but be stimulated, enlightened, and filled with a desire to return home and carry on with renewed vigor in the handling of his or her administrative problems.

A very severe attack was made on chain gangs in Georgia, and there was again considerable discussion about prison labor, education and the individual treatment of prisoners, and probation and parole. Resolutions were adopted urging expansion of the staff of the Association; more helpful co-operation with the International Association of Chiefs of Police; co-operation with the Interstate Crime Commission and its secretariat, the Council of State Governments; reorganization or elimination of county jails; co-operation with the Prison Industries Reorganization Administration

on the prison labor problem; co-operation with the American Federation of Labor; the removal of the unfair discrimination against probationers and parolees by the Federal government in CCC camp assignments, and the discrimination against probationers and parolees through Federal and State Civil Service rules and regulations; the abolition of inhuman conditions in chain gangs and jails; the need for a Juvenile Court in the District of Columbia and other jurisdictions, and the need for a study of the personality problems of the pre-delinquent in schools.

**International** The Eleventh Quinquennial Congress of the Penal and Penitentiary Commission was held in Berlin, Germany, August 18 to 25, 1935. The American delegation was headed by Hon. Sanford Bates, Director, U. S. Bureau of Prisons, and Commissioner on the part of the United States on the International Penal and Penitentiary Commission, and the General Secretary of the Prison Association was one of the official delegates appointed by President Roosevelt to represent the United States. He also was elected an honorary Vice-President of the Congress. A general story of the Congress emphasizing various side lights begins on page 64.

**European Prisons** En route to the Berlin Congress contacts were renewed with officials in England, and a visit was made to the prison at Dartmoor. While this prison is old, it nevertheless was found in a state of good order, cleanliness and repair. It is repeatedly admitted by the officials in England to be their "end of the road" institution, and it is worthy of note that on the day of the visit there were only 339 inmates. In other words, out of the entire prison population of England and Wales, only that number appeared to be in the hopeless class, yet effort is still made, through educational work, industry and personal attention, to strike a spark toward regeneration in those inmates. The Dartmoor prison, which is located at Princetown, is the one institution in England which receives about as much publicity as does Sing Sing in this country. It is colorfully depicted, particularly by the press on this side, as being a dreadful place, and in a forbidding and forsaken part of England. This is not so. There is every evidence of humane treatment of the inmates. The country is hilly in character and fairly fertile. Mists, fogs and cold weather are characteristic of the region during certain seasons, but these conditions must be borne also by the free population. In brief, the press is largely responsible for keeping alive a certain amount of old history and tradition about Dartmoor that is not applicable at the present day.

From England the General Secretary continued the journey to Berlin by way of the Scandinavian countries. He had pleasant, most friendly, and helpful visits with officials in Norway, Sweden and Denmark. With many of them he had kept up correspondence through the years and it was of added value to meet them in their

home countries. In contrasting court procedure, prison conditions, and the crime situation generally in the Scandinavian countries with the United States, one must keep in mind that in those countries there is a central or national system of administration and control, thus eliminating the confusion and variety which we have in this country. Noteworthy is the high grade of personnel; the cleanliness and order of the institutions despite the fact that some of them are seventy-five and one hundred years old; the genuine attempts at classification and separation of prisoners according to age and criminal history; the absence of idleness in the institutions; the wide use of probation and suspended sentences; the development of a separate institution for mental defectives at Lang Holmen Prison in Stockholm, Sweden, and the psychopathic institution, Psykopatanstalterne for Maend, at Herstedvester, outside of Copenhagen. Also the development of a Borstal institution, that is a juvenile reformatory, at Sobysogaard, Copenhagen. The system of separation of prisoners is characteristic of the Scandinavian countries, but it is not as strictly adhered to as in Holland, Italy, France and Belgium. Generally speaking, prisoners work alone, eat alone, sleep alone and live alone, in the prisons of the Scandinavian countries, but there are departures from this procedure during work and exercise periods, and particularly in Sweden the advancement of prisoners through various grades allows for some association among the prisoners. A point worthy of note is that in most European countries prisoners begin with a minimum of privileges, and earn the maximum according to their behavior, work, etc., while in the United States, in most instances, prisoners receive, after a very brief time, all the privileges, and are only deprived of them if their conduct is unsatisfactory.

#### **Bronx and Richmond County Jails**

In the early part of the year Mayor LaGuardia appointed a Charter Revision Commission, and a letter was addressed to Judge Thomas D. Thacher, chairman, urging that the commission approve the proposal that the Bronx and Richmond county jails be placed under the control of the Department of Correction of the city of New York, and also the custody of prisoners held in court pens and during transit between courts and institutions. The present set-up, whereby court attendants, members of the sheriff's staff, and employees of the Department of Correction, overlap in their duties, is costly, makes for confusion and a decided lack of central responsibility and control. Copies of bills introduced in previous years were sent with the letter.

#### **New Tombs and Court House**

The need for a new city prison to replace the Tombs, and a new Criminal Courts Building, is again emphasized. Both have been severely criticized and their continued use deplored, not only by this Association, but other bodies as well. During the year alarm was expressed again at the unsafe condition of the Criminal Courts

Building. As indicated in our previous report, a request was made for Federal funds to allow for the construction of new quarters for the courts and for the housing of prisoners. This was repeated in 1935. However, the high hope that existed that the necessary money would be forthcoming was destroyed because of certain restrictions announced by the Federal authorities, principally as to the time within which the work was to be completed. This is a serious set-back, and it is hard to prophesy when the city alone will be able to provide the necessary funds. Unfortunately, the refusal of the Federal authorities to grant the funds for a new Tombs and court house also pushes again into the future the fulfillment of a related proposal, to wit, the central Magistrates' Court in the borough of Manhattan. The nearest approach to this is the establishment of a Felony Court, located in the Criminal Courts Building. All persons charged with felony will make their first appearance in the Felony Court, where it will be determined whether they should be held for the Grand Jury. Legislation to have this plan applied, not only to the borough of Manhattan, but to the other boroughs, is contemplated.

#### **Commission on Education**

The Commission to Study the Problems of Education in Penal Institutions appointed by Governor Lehman in December, 1933, and of which the General Secretary of the Prison Association is a member, continued during the year 1935 with its characteristic interest and zeal. This active commission has not decreased in the slightest its efforts to bring about the attainment of its objectives. The continued progress of its work at the Elmira Reformatory, and at the Walkkill and Clinton State prisons, and the beginning of an improvement in educational work in some of the other prisons, is ample proof that the idea of applying education in a broad sense in the reformatories and prisons in this State has come to stay, and is growing steadily. It is regretted that space will not permit the inclusion of even a part of the reports on the work at Elmira Reformatory and Walkkill and Clinton prisons for the year 1935, nor that the exceptionally fine work accomplished in the preparation of curricula cannot be included here.

The Correction Law made scanty reference to the important subject of education. Therefore, in order to give education a standing in the Department of Correction and a definition in law, a bill was introduced during the 1935 session and became chapter 670. The enactment of this law can be considered a major accomplishment by the Commission.

The Correction Law now reads:

*15-b. Education.* The present director of vocational education shall be the director of education with the powers and duties of the director of education and hereafter shall be appointed by the commissioner. The director of education, at any time appointed, shall be a person whose education, training and experience shall cover fields of penology and of professional education. The educational qualifications shall include the satisfactory completion of three

years of graduate work in education, penology, and allied fields. The head of the division of education shall have the direct supervision of all educational work in the department of correction and shall have full authority to visit and inspect all institutions of the department to observe, study, organize and develop the educational activities of such institutions in harmony with the general educational program of the department. He shall be responsible to the commissioner and deputy commissioner of correction.

**136. Prison Education.** The objective of prison education in its broadest sense should be the socialization of the inmates through varied impressional and expressional activities, with emphasis on individual inmate needs. The objective of this program shall be the return of these inmates to society with a more wholesome attitude toward living, with a desire to conduct themselves as good citizens and with the skill and knowledge which will give them a reasonable chance to maintain themselves and their dependents through honest labor. To this end each prisoner shall be given a program of education which, on the basis of available data, seems most likely to further the process of socialization and rehabilitation. The time daily devoted to such education shall be such as is required for meeting the above objectives. The director of education, subject to the direction of the commissioner of correction and after consultation by such commissioner with the state commissioner of education, shall develop the curricula and the education programs that are required to meet the special needs of each prison and reformatory in the department. The state commissioner of education, in cooperation with the commissioner of correction and the director of education, shall set up the educational requirements for the certification of teachers in all such prisons and reformatories. Such educational requirements shall be sufficiently broad and comprehensive to include training in penology, sociology, psychology, philosophy, in the special subjects to be taught, and in any other professional courses as may be deemed necessary by the responsible officers. No certificates for teaching service in the state institutions shall be issued unless a minimum of four years training beyond the high school has been secured, or an acceptable equivalent. Existing requirements for the certification of teachers in the institutions shall continue in force until changed pursuant to the provisions of this section.

**Luency Commissions** The Association is unceasing in its desire to improve the system whereby luency commissions are appointed and compensated, and the personnel selected. Our interest began in 1927, when there appeared in our report for that year information indicating not only the high cost of these commissions but also the questionable method of appointment to them. The study also raised the question as to whether it was necessary to appoint so many commissions. Again, in 1936, in co-operation with the Committee on Medical Jurisprudence of the Academy of Medicine, two bills will be introduced, practically identical with those which failed of passage during the 1935 session. One bill amends section 27 of the Mental Hygiene Law, in relation to the certification of qualified psychiatrists, and sets up in the Department of Mental Hygiene a board, to be known as the Board of Psychiatric Examiners, to consist of the State Commissioner of Mental Hygiene, the head of the department of psychiatry, or of neurology and psychiatry, of a medical college in New York State, to be appointed by the State Commissioner of Education, the Commissioner of Correction, and a physician selected by the Council of the Medical Society of the State of New York. The members of the board shall receive no compensation for their services, but shall be reimbursed for their

expenses. The bill sets forth certain qualifications which must be met by those who desire to be known as qualified psychiatrists. The second bill amends section 658 of the Code of Criminal Procedure, and does mainly as follows:

1. Gives the court power on *its own motion*, or on the motion of either the people or the defendant, to appoint the commission at any time before final judgment.
2. It provides that at least one member of a commission must be a qualified psychiatrist as defined by law.
3. It aims to give a person under indictment, who may be suffering from a mental disorder, the benefit of the knowledge and experience of a specialist.
4. It fixes a maximum compensation for each of the three members on the commission and thereby puts an end to the payment of excessively high fees, heretofore paid at the expense of the taxpayer. The study made by the Prison Association in 1927 showed not only excessively high fees, but also raised a serious doubt as to the need for the appointment of so many luency commissions. The "Red Moran" case, in which a huge fee was requested for services on a commission, more than justifies the aim of this bill. When these two bills are enacted into law there should result a decided improvement in the matter of luency commissions, and also a means whereby the medical profession will find it easier to free itself of those who try to infringe upon a certain branch of medical practice.\*

**Legislation** For years the Association has made it a practice to have its General Secretary present at the State Capitol during most of the legislative session. It has been found that the only way to support or oppose legislation is to be on the scene of action. The discussion of bills at a distance from the Capitol, or the passing of resolutions, may or may not have a value, but it is certain that the closer one is to the legislators and the Legislature the more valuable one's service is likely to be. There is so much detail to legislative routine and procedure that one must be constantly alert, and often it is difficult even while in Albany to keep pace with the movement

\* While this report was on the press the Legislature passed the two bills referred to, and they were subsequently signed by the governor. The bill amending section 27 of the Mental Hygiene Law, and having to do with the certification of qualified psychiatrists, was Assembly Pr. No. 2679, Int. No. 1793, by Mr. Robinson. It is now chapter 459 of the Laws of 1936. The bill amending section 658 of the Code of Criminal Procedure, in relation to the inquiry into the sanity or mental condition of a defendant before or during trial or before sentence, was Assembly Pr. No. 2081, Int. No. 1794, by Mr. Robinson, and is now chapter 460. After many years of effort to pass this legislation credit is finally due to Assemblyman James R. Robinson of Tompkins county, Dr. Israel Strauss, chairman of the Committee on Medical Jurisprudence of the New York Academy of Medicine, and E. R. Cass, General Secretary of this Association.

of a bill in one or both houses. Therefore, during the 1935 session the Association was again active in Albany. For a complete statement of the bills supported or opposed, see page 46.

**Information to Officials and Others** An important service rendered by the Association each year is that of giving information and guidance to officials and others, not only in this State, but in other states and foreign countries. Requests for information come from those having to do with courts, probation and parole systems, commissions, department and institution administrators, legislators, members of university faculties, architects, civic organizations, and students. A request for some sort of information comes almost daily, and is sometimes of such a sweeping and complicated nature that even with the years of experience of the staff of the Association it is necessary to give considerable time to the making of a complete and satisfactory reply.

**Tombs Interviews** The year 1935 saw a vast increase in this form of service conducted by the Association. For many years it has been the regular practice of certain staff-members of the Association to visit the New York City Prison, commonly known as the Tombs, and to offer the service and advice that develops only from the experience of many years. During this past year it has been necessary to perform this function at least three times weekly and very often certain conditions have necessitated even more frequent visits. During the course of a year the Tombs Prison probably handles as many prisoners as any other penal institution in the country; to be specific approximately 23,000 different persons were committed to this institution during 1935. Naturally these thousands of men present varied and complex problems. Many were experiencing their first imprisonment, some possibly committed through no fault of their own and others rightfully incarcerated because of premeditated crimes. When a first offender is thrown in with hardened and confirmed "old timers," the belief that jails are schools of crime becomes a glaring reality. In a great many instances this branch of our work can be said to successfully counteract such a belief. The first offender especially needs the sort of counsel that will warn him of the actions of questionable lawyers and the influence of the confirmed and professional criminal. He needs warning also against the operations of a group of "hangers on" constantly in attendance about the city's courts and prisons. This group is composed of "steerers" for unscrupulous attorneys and bondsmen, as well as would-be friends claiming to have a certain power of influence with the courts.

The representation on the part of the Association was continued throughout the year under the direction of Mr. Roberts J. Wright, the Assistant Secretary, with approximately 2,200 prisoners being interviewed and counseled. Particular attention was given to complaints involving inactivity on the part of counsel assigned by the

courts and of exorbitant fees asked by them. In this work the close co-operation of the Bar Association of New York and several of the judiciary was obtained.

Quite frequently officials of the Tombs, from the warden to the keepers, refer specific cases and call the attention of the Association's representative to unhealthful situations. On each tier a printed notice is posted advising the inmates of the full service the Association extends.

A frequent request is for free legal assistance. These cases are immediately referred to the Voluntary Defenders' Committee of the Legal Aid Society, whose representatives then conduct an inquiry into the merits of the case and, if the defendant is found to be without funds, the case is accepted and defended free of any charge. During the past year this Association referred 569 such cases to this committee, which represents an increase over the preceding year of 233 cases. The Association wishes to record its commendation of the very efficient and useful work performed by the staff of attorneys of this committee, headed by Edward T. Tighe, Esq., and of the Social Service Division directed by Miss Marguerite V. Arculeo. Again we must repeat that without this valuable service both the public and the prisoner would experience a considerable loss.

In conclusion, the Association wishes to record its regard for Warden William A. Adams and Deputy Warden John Bockel, for their constant co-operation and efficient work in a most difficult job, that of the management of the Tombs.

With the fundamental purpose of the prevention and curbing of crime in mind, the Association endeavors to strive through this branch of its work for a maximum of public protection.

**Tombs Lawyers** A continued activity of the Association, with the valuable co-operation of the Bar Association of New York, Chief Justice Frederic Kernochan of the Court of Special Sessions and others, has been the suppression of the activities of the so-called hysther lawyer, the steerer, and the would-be bondsman, making as their center of activity the Criminal Courts Building and the Tombs Prison. This center affords probably a more lucrative volume of income for unscrupulous persons than any similar locality in the country. During the course of a year thousands and thousands of persons become involved in one way or another with the complicated machinery of criminal prosecution. Many are innocent persons attempting to be of aid to friends, and others are charged with the commission of both minor and major crimes. But, be these persons guilty or innocent offenders, or unsuspecting friends and relatives, they are at once prey for this group who eke their living and very existence from the frenzied victims who unknowingly regard them as demi-gods possessing some mystical power of influence over the wheels of justice. The promise of freedom is too great to weigh against payment of a fee, be it large or small, to one of such per-

sons and only continued silence and suspense leads the victim to believe that the promise, as well as the fee, has been for naught. An interesting case, and typical of the practice that the Association is seeking to curb, is that of R. S. Smith, as we shall call him, an ignorant and illiterate Negro, was arrested and charged with practicing medicine without a license. Being of an unsuspecting nature and innocent of the methods employed by the shady group of attorneys Smith, on the advice of a cell-mate, retained an attorney who immediately had his client pay him \$325. In order to obtain this sum, a large one for a misdemeanor case, the attorney had the defendant hand him several signed blank checks which he at once filled out and cashed. Before Smith, on the advice of representatives of this Association, could stop payment on these checks they were cashed by the attorney. It was the defendant's understanding that a large portion of this amount would be used towards securing his release on bail, but it later developed that the defendant never left the Tombs, the lawyer in the meantime making free use of the money. It also developed that more than one attorney had filed a formal notice of appearance in the case and at one time no less than four lawyers had at least a mercenary interest in this man.

Realizing that this state of affairs called for effective action, one of the staff of this Association presented the case to Chief Justice Kernoehan of the Court of Special Sessions. Following several conferences the result proved to be two-fold. First, the original lawyer, who obtained the large sum of money, was officially reprimanded by the court and the portion of the sum intended to be used in obtaining bail was refunded to the defendant. Secondly, several rules were promulgated as to attorneys' notices of appearance on prison cases, one of which puts a stop to the practice of more than one attorney filing such a notice, and another prohibiting the filing of a notice without a written statement from the defendant certifying that the attorney in question has been retained. This second rule applies only to defendants having entered pleas before the court. Heretofore it has not been unusual for attorneys to appear for a defendant without even the client's knowledge of such action.

Briefly, the above-mentioned case illustrates the type of service the Association performs in and about the courts of New York. The chief concern of the Association in this branch of its work is in no way related to a defendant's guilt or innocence, but it is concerned with the utmost of public protection and the thwarting of exploitation.

#### Employment and Relief Bureau

One of the many problems confronting the Association in dealing with the ex-prisoner is that centering about his lack of social status. On the whole it will be discovered that upon leaving prison such a person is devoid of any family or home ties, is probably quite unstable and shiftless, and most important of all is thoroughly

saturated with prison manners and customs. These persons, without shelter, food and other fundamental necessities of life, throw out against society an almost impenetrable barrier. The stigma of a prison record, with its many ramifications, presents a problem that is unique in the fields of human welfare. It is at this point and with this difficult situation that the Prison Association has been concerned for these past ninety-one years. The range of problems presented by these men has been almost as broad as the range of human experience itself.

On the one hand we find society ostracizing the ex-prisoner through its unwillingness to offer work, its hesitancy in accepting him on a decent social level and its general attitude of indifference. True it is that many persons in prison rightfully belong where they are and no brief is held for the professional thief and gangster. The longer society can be relieved of this responsibility the better it will be, but unless some real attention is given to that group commonly referred to as first offenders, in helping them to make a clean start in life, in offering guidance and direction, society is almost certain to find many of these persons at some later date, and after it is too late, classified as hardened and professional criminals. We are cognizant of the fact that true first offenders are few but use this term to indicate a first term as far as imprisonment is concerned.

It is an accepted principle that the only effective method of dealing with any personal problem is to treat it in every sense as an individual matter. Such problems cannot be grouped and considered as one. Year after year thousands of ex-prisoners, bewildered by the sudden change of environment that is thrust upon them, from the restricted prison life to free community life, seek help from this bureau. As in the past it has been necessary to restrict consideration only to those who are actually under probation and parole supervision and who have been referred by their supervisory officers. Occasionally cases are accepted on the referral of heads of various correctional institutions and reliable welfare agencies working with this same general type of individual. It also has been necessary to maintain a continued alertness in discerning between those acting as impostors and those actually in dire need of assistance.

The bureau attempts to emphasize to the client its willingness to go far more than half the way but on the other hand it expects him to make up the balance of the distance. This attitude is taken for several reasons, primarily because the bureau feels that much more self-respect and confidence can be attained by the client if he realizes himself that he is at least partially responsible for these efforts towards his readjustment. Intelligent direction and guidance together with sympathetic understanding and a few dollars in his pocket do much towards his developing normal associations. As a means of protection for society this also is valuable insurance against this individual's return to a career of crime.

In many cases relatives are located, references given to the Home

Relief Bureau, and assistance in securing legal aid is extended. In other instances funds are provided for transportation, the securing of necessary licenses, and incidental care for about the city in quest for employment. One of the major purposes of this bureau is the placement of the discharged prisoner in employment, but job scarcity and job discrimination present difficult problems. If the quest for honest employment is made to seem hopeless the consequences are clear. Despite these numerous barriers the bureau is successful in placing many men, yet the jobs found are wholly inadequate to the demand.

Again we stress the fact that in many instances it is not the material aid that is the major factor in readjustment, but that personal and individual guidance that develops only from years of experience. Under the direction of the Employment Secretary, Mr. Thomas J. Dunphy, the bureau's activities throughout the year have aimed toward the fundamental precept of public protection together with an intelligent and firm treatment of the individual.

Following is a compilation of statistics of the Employment and Relief Bureau for the past year:

#### STATISTICS OF EMPLOYMENT AND RELIEF BUREAU

January 1, 1935 to December 31, 1935

Interviews	5,850
Different men interviewed	2,702
Men released from New York City penal institutions	1,863
Men released from New York State penal institutions	526
Men released from out of state penal institutions	214
Men on probation	86
Men with no criminal record (special)	13
	2,702
Meals provided	9,742
Nights lodgings provided	2,612
Men placed in employment	301
Men given cash relief	66
Men given clothing	1,683
Total cash relief given	\$2,291 50
Total cost of meals and lodgings	\$1,966 45
Total amount spent for relief (includes meals, lodgings, cash)	\$4,247 95

**Family Service Bureau** Family life from its inception has been grounded in the fundamental theory and practice that a father and mother work together harmoniously for the protection and advancement of their children. When such a procedure is interfered with through complicating circumstances, adjustment is obviously necessary, and this reorganization does not always lie within the knowledge or means of those who need it most. Whether or not the influence of the man in prison has been always a worthy one so far as his family is concerned, at

least when he is taken away from the home many new problems arise, which may precipitate a crisis unless dealt with wisely, expeditiously and hopefully.

The Family Service Bureau endeavors to assist the families of men in prison to establish themselves on a sound and wholesome footing, with the hope that the man on his release will be so impressed on finding a healthy and well-knit family that he will definitely feel the challenge to maintain that level. The man in prison is constantly concerned over his family's needs and wishes. When he feels that something is being done for them to not only alleviate physical wants, but also to safeguard and direct their mental, moral, and spiritual well-being, he is more than likely to consider it his responsibility to do his part in continuing the good work.

In this day of huge public relief programs, financed by both the Federal and local governments operating in terms of millions of dollars, one would naturally assume that the private agency is unnecessary. But, on the contrary, the private organization has an indispensable place in the community. Public relief agencies in a great many instances rely upon the unattached private agency to furnish the personal element that is so often missed by the public organization. It can be said also that the private welfare agency supplies a certain sense or element of steadiness to the entire field of welfare work. Its standards of service are not altered by mass manipulation of funds, regulations and personnel, and the private agency remains in a position to keep constantly abreast with the times.

Families are referred to the Family Service Bureau at almost any time from the day of the man's arrest to the day he is released. This depends to a large extent upon the urgency of the situations. Many families are referred by the courts, prison wardens and superintendents, parole and probation officers, various social agencies, by the men themselves who are familiar with the services offered, or by friends. Many are in great need of financial assistance, while others seek advice and intelligent guidance. The keynote of the Association's work is giving financial assistance wherever necessary, as generously as funds will permit, without undermining the self-pride of its clients; acquainting them with other agencies where definite budgets may be planned and allocated; introducing them to civic organizations where character-building is stressed; obtaining emergent and corrective medical care; and in rendering those intangible human services which fall within the category of counsel and guidance. All this is done with the conscious plan of improving the home atmosphere in as natural and unobtrusive a manner as possible, by not creating an artificial or regimented environment, but by causing transitional change which will overcome ignorance and prejudice. Only by a gradual assimilation of ideas and ideals does the Association believe that the process of lasting rehabilitation can be accomplished. This necessitates innumerable visits to each family, not governed by an inviolate schedule, but subject to the urgency of the individual problems. In 1935 the Family

Service Bureau, under the direction of Miss Lauretta M. Townsend, maintained an active interest in 738 families, which, taken as individual members, meant some 2,500 persons.

In the city of New York there are many social agencies, and it would appear to the casual observer that a family should have no difficulty in obtaining assistance for any cause. However, upon careful scrutiny, it is evident that there are many limitations placed upon the applicant for help. The geographical boundaries are oftentimes a handicap. Organizations must of necessity have certain limitations regarding the field of their interest and activities. Some also divide their work along denominational lines. To the bewildered and not too intelligent mother of six young children it becomes more than a passing annoyance to go from organization to organization without knowing which one will be interested in her particular problem or be willing to assist her. It is in such instances that the Family Service Bureau renders an important contribution.

Each case presents an entirely new and different problem and requires an individualized approach. However, one common idea motivates all efforts at rehabilitation, and that is the thought of appealing strongly to the individual's self-adjustment to a normal mode of productive living in this highly complex world. The chief hope of the Association lies in the children of the men in prison—those impressionable babies, youths, and adolescents in the formative stages of development, whose self-reliance must be assured if we are to weigh the balance in favor of reduced juvenile delinquency and crime. So far as possible habit patterns must be developed which will lend themselves most practically to conditioning the child's response to the situations with which he will be faced in later life. Here lies an open challenge to every organization dealing with family problems, but particularly to the Prison Association—where every member of the family shoulders an added burden and still must keep in step with the rest of the world.

A statistical resumé of the Family Service Bureau's work for 1935 follows:

#### STATISTICS OF THE FAMILY SERVICE BUREAU FOR 1935

Families under care January 1, 1935.....	390
New applications received.....	232
Old cases reopened.....	66
<b>Total number of families under care.....</b>	<b>738</b>
<b>Cases closed.....</b>	<b>179</b>
Families under care December 31, 1935.....	559
Total amount cash relief given to families.....	\$3,393 33
Visits to homes, relatives and social agencies.....	812
Office interviews.....	464
Families provided with Thanksgiving and Christmas dinners.....	250
Children given toys at Christmas.....	320
Children sent to the country in summer.....	46
Boys sent to Federal C.C.C. camps.....	33

Women and children referred to medical, dental and eye clinics.....	241
Women and children referred to mental hygiene clinics.....	17
Women referred to prenatal and child health clinics.....	51
Women and children referred to asthma, cardiac, skin and tuberculosis clinics.....	49
Women and children referred to orthopedic clinics.....	6
Women and children referred to settlement clubs, day nurseries, and church clubs.....	152
Women referred to the Legal Aid Society and the Voluntary Defenders' Committee.....	16
Boys referred to Boy Scouts, Boys clubs and the Big Brother organization.....	120
Boys and girls referred to Y.M.C.A., Y.W.C.A., Y.M.H.A., Y.W.H.A.....	16
Women referred to the Family courts of New York.....	5
Women referred to the Visiting Nurse Association.....	7
Women and girls referred to employment agencies.....	121
Men and women referred to the New York City Department of Public Welfare for old age allowances.....	17
Women referred to the Board of Child Welfare.....	73
Women referred to the American Legion and Spanish War Veterans' Association for allowances.....	30
School children referred to National Youth Administration for allowances.....	15

In connection with our summer activities for children, we wish to express grateful appreciation to the following organizations for their co-operation:

1. The Boys' Club of New York
2. The Boy Scout Federation of Brooklyn
3. The Big Brother Movement, Inc.
4. The Children's Welfare Federation
5. Christodora House
6. The Children's Aid Society of New York
7. Greenwich House
8. Hartley House
9. The Heckscher Foundation
10. The Henry Street Settlement
11. The Jewish Board of Guardians
12. The Little Mothers' Aid Association
13. The Madison Square Boys' Club
14. The North Harlem Community Council
15. The New York Protestant Episcopal City Mission Society
16. The New York Urban League
17. Stuyvesant Neighborhood House
18. The Social Service Department of Stuyvesant Square Hospital
19. The Tribune Fresh Air Fund
20. The University Settlement
21. The Y.W.C.A. of New York

## LEGISLATION

The Association continued to make legislation one of its major interests. As usual a representative was in Albany during the greater part of the session, urging the passage of legislation deemed by the Association to be for the best interests of society in the treatment of the crime problem, and opposing legislation regarded as unwise. The following bills held the Association's attention during the 1935 session:

## Approved

*Senate Int. No. 235, Pr. No. 1896; Assembly Int. No. 298, Pr. No. 302:* Amends sections 945 to 949, Criminal Code, for compilation of certain criminal statistics, by Criminal Identification Division of Correction Department and requiring sheriffs, police department heads, railroad, steamship, park, aqueduct and tunnel police to furnish information for correction commissioner. *Chapter 686.*

*Senate Int. No. 505, Pr. No. 534:* Adds new section 27 to Mental Hygiene Law, for certification of qualified psychiatrists by a board of examiners in Mental Hygiene Department. *Failed of passage.*

*Senate Int. No. 506, Pr. No. 535:* Amends sections 658, 659, 661, 662-a, Criminal Code, for appointment by court of a commission of three persons, one to be an attorney, one a qualified psychiatrist, to determine sanity of defendant, or for commitment of defendant to a public hospital for observation, and making other changes. *Failed of passage.*

*Senate Int. No. 602, Pr. No. 1081; Assembly Int. No. 919, Pr. No. 962:* Amends section 1898, Penal Law, by making presence of pistol or other weapon in automobile presumptive evidence of their possession by all those in the automobile. *Failed of passage.*

*Senate Int. No. 603, Pr. No. 1560; Assembly Int. No. 932, Pr. No. 975:* Amends section 1694-a, Penal Law, making bail jumping a misdemeanor in misdemeanor cases or other offenses less than felony. *Failed of passage.*

*Senate Int. No. 607, Pr. No. 1856; Assembly Int. No. 935, Pr. No. 2357:* Adds new article 9-a, New York City Inferior Criminal Courts Act, creating a felony court in Magistrates' Courts of New York City. *Failed of passage.*

*Senate Int. No. 611, Pr. No. 652; Assembly Int. No. 920, Pr. No. 1467:* Amends section 393, Criminal Code, by permitting judge and district attorney to comment on defendant's failure to testify in his own behalf. *Failed of passage.*

*Senate Int. No. 612, Pr. No. 1569; Assembly Int. No. 929, Pr. No. 972:* Amends section 2, article 1, of the Constitution, by per-

mitting Legislature to authorize jury verdicts by vote of not less than five-sixths of whole number of jurors in both civil and criminal cases, except where penalty is death. *Failed of passage.*

*Senate Int. No. 613, Pr. No. 1572; Assembly Int. No. 927, Pr. No. 2238:* Amends section 420, Criminal Code, permitting judge in charge to jury to comment on evidence and testimony and credibility of witness. *Failed of passage.*

*Senate Int. No. 614, Pr. No. 1084; Assembly Int. No. 922, Pr. No. 965:* Amends section 6, article 1, of the Constitution, by permitting defendant, in lieu of being tried by indictment when he is accused of a felony, to consent to be proceeded against by the filing of an information. *Failed of passage.*

*Senate Int. No. 615, Pr. No. 656; Assembly Int. No. 930, Pr. No. 973:* Amends section 2, article 1, of the Constitution, for waiving jury trial by defendant, in criminal cases except where penalty is death, and authorizing Legislature in both civil and criminal cases, except where penalty is death, to permit a jury verdict by vote of five-sixths of whole number of jurors. *Failed of passage.*

*Senate Int. No. 617, Pr. No. 1573; Assembly Int. No. 924, Pr. No. 1770:* Adds new section, 8-a, Criminal Code, providing for the impeachment of witness by either party. *Failed of passage.*

*Senate Int. No. 655, Pr. No. 705; Assembly Int. No. 465, Pr. No. 475:* Amends sections 229-n, 248, 251, 260, 952-x, adds new 225-a, Criminal Code, amends 62, Executive Law, by providing for special grand juries in counties of New York City, and relative to proceedings before grand juries. *Failed of passage.*

*Senate Int. No. 828, Pr. No. 1630:* Continues to March 1, 1936, life of commission to investigate facts relative to administration of justice. *Chapter 58.*

*Senate Int. No. 1094, Pr. No. 1219; Assembly Int. No. 1448, Pr. No. 1582:* Amends section 298, Correction Law, relative to commitment of females to Westfield State Farm. *Chapter 115.*

*Senate Int. No. 1095, Pr. No. 1220; Assembly Int. No. 1447, Pr. No. 1581:* Amends section 460, Correction Law, for transferring prisoners to Woodbourne Institution for Defective Delinquents. *Chapter 692.*

*Senate Int. No. 1096, Pr. No. 1221; Assembly Int. No. 1450, Pr. No. 1584:* Amends section 116, Correction Law, relative to expenditures for prison welfare work, of interest accrued or to accrue on certain bank deposits at the prisons. *Chapter 116.*

*Senate Int. No. 1101, Pr. No. 2106:* Amends section 941, 944, Criminal Code, by providing one copy of fingerprints of criminals shall be forwarded to criminal identification unit of U. S. Department of Justice, and making other changes. *Chapter 606.*



*Senate Int. No. 1343, Pr. No. 2063; Assembly Int. No. 1762, Pr. No. 2691:* Amends chapter 31, Laws of 1935, by decreasing appropriations for Woodbourne State Farm, Buffalo State Hospital, Rome State School, and appropriating \$30,000 from proceeds of bonds for reconstructing dam No. 4 at Clinton Prison and \$25,000 for West Haverstraw Reconstruction Home. *Chapter 882.*

*Senate Int. No. 1538, Pr. No. 2167; Assembly Int. No. 1978, Pr. No. 2641:* Amends section 136, adds new 15-b, Correction Law, making the head of education division the director of education, to inspect all institutions and study and develop educational activities, objective of prison education to be socialization of inmates through varied impressional and expressional activities, with emphasis on individual needs. *Chapter 670.*

*Senate Int. No. 1748, Pr. No. 2075:* Amends generally the New York City Domestic Relations Court Act relative to probation and psychiatric departments. *Failed of passage.*

*Assembly Int. No. 59, Pr. No. 961:* Amends section 1694-a, Penal Law, by providing person admitted to bail in connection with charge of committing misdemeanor or other offense less than felony, who fails to appear as required, incurring forfeiture of bail, is guilty of misdemeanor if he does not appear or surrender himself within fifteen days. *Chapter 275.*

*Assembly Int. No. 143, Pr. No. 3007; Senate Int. No. 57, Pr. No. 57; Senate Int. No. 189, Pr. No. 191:* Amends section 112, Correction Law, so as to limit hours of guards and other uniformed employees in State prisons and reformatories to forty-eight hours for six days, at least one day a week to be a day of rest. *Vetoed.*

*Assembly Int. No. 457, Pr. No. 467:* Adds new section 449-a, Civil Practice Act, for the calling of alternate jurors whenever it appears to court that trial is likely to be a protracted one. *Chapter 314.*

*Assembly Int. No. 463, Pr. No. 2976; Senate Int. No. 396, Pr. No. 412:* Amends subdivision 11, section 722, Penal Law, relative to disorderly conduct by providing fact that defendant is engaged in illegal occupation or bears an evil reputation and is found consorting with person of like evil reputation, thieves or criminals, shall be prima facie evidence that such consorting was for unlawful purpose. *Chapter 921.*

*Assembly Int. No. 537, Pr. No. 552:* Adds new section 2188-a, to Penal Law, authorizing court or judge, when sentence of not more than sixty days of imprisonment is imposed, to suspend execution of judgment on certain specified days or parts of days, court having right at any time to revoke such suspension. *Vetoed.*

*Assembly Int. No. 538, Senate Pr. No. 2440:* Amends section 487, Criminal Code, by providing where sentence has been imposed pursuant to section 2188-a, Penal Law, proper officers charged with

commitment and custody of defendant shall comply therewith. *Vetoed.*

*Assembly Int. No. 539, Pr. No. 554:* Amends section 470-a, Criminal Code, by providing imprisonment directed by judgment shall not be suspended or interrupted except as provided for in section 2188-a, Penal Law. *Vetoed.*

*Assembly Int. No. 900, Pr. No. 938:* Amends section 2, chapter 617, Laws of 1932, by providing persons confined in State prison under sentence imposed by section 1942, Penal Law (fourth offender conviction), in same manner and upon same conditions as prisoners serving indeterminate sentence in State prison when they have served sentence equivalent to maximum term, less commutation or compensation for good behavior. *Vetoed.*

*Assembly Int. No. 923, Pr. No. 1473; Senate Int. No. 604, Pr. No. 645:* Amends section 555, Criminal Code, by preventing admission to bail, pending appeal, of criminals with long records and convicted of a serious crime. *Chapter 507.*

*Assembly Int. No. 925, Pr. No. 1769; Senate Int. No. 606, Pr. No. 1570:* Adds new section 295-1, Criminal Code, by requiring defendant, setting up an alibi, to furnish prosecuting officer with a bill of particulars with reference to such offense. *Chapter 506.*

*Assembly Int. No. 934, Pr. No. 977; Senate Int. No. 609, Pr. No. 650:* Amends section 1597, Penal Law, by providing pistol license issued by person other than police commissioner of New York City shall have no validity in that city unless special permit is issued by said police commissioner. *Chapter 508.*

*Assembly Int. No. 1007, Pr. No. 1050; Senate Int. No. 727, Pr. No. 788:* Amends section 1, article 10, of Constitution, by making sheriffs eligible to succeed themselves. *Passed.*  
*To Secretary of State.*

*Assembly Int. No. 1039, Pr. No. 2520:* Amends section 111, Correction Law, by providing principal keeper or officer of similar grade, shall receive in lieu of maintenance \$2,500 a year. *Approved in principle. Failed of passage.*

*Assembly Int. No. 1276, Pr. No. 1671:* Amends section 14, Correction Law, relative to duties of director of probation with regard to children's courts and administration of probation. *Failed of passage.*

*Assembly Int. No. 1302, Pr. No. 1391; Senate Int. No. 1033, Pr. No. 1152:* Amends section 451, Correction Law, relative to commitment, transfer, return and retention of inmates of Albion State Training School. *Chapter 111.*

*Assembly Int. No. 1303, Pr. No. 1392; Senate Int. No. 1032, Pr. No. 1151:* Amends section 19, Correction Law, by providing for a superintendent of the Woodbourne Institution for Defective Delinquents. *Chapter 110.*

*Assembly Int. No. 1449, Pr. No. 1583; Senate Int. No. 1093, Pr. No. 2183:* Amends section 913-c, Criminal Code, by providing commitment of wayward minor "irrespective of age," shall be for indeterminate period. *Chapter 707.*

*Assembly Int. No. 1461, Pr. No. 1595:* Adds new section 192-a, Correction Law, requiring all machinery and equipment in State correctional institutions and reformatories to be guarded with proper safety devices. *Failed of passage.*

*Assembly Int. No. 1506, Pr. No. 1642; Senate Int. No. 1412, Pr. No. 1615:* Adds new section 94-a, Executive Law, authorizing State Police Superintendent to establish a bureau of investigation, employing skilled experts, scientists, or other specially qualified persons to aid in preventing or detecting crime. *Chapter 697.*

*Assembly Int. No. 1536, Pr. No. 1682:* Amends section 2188, Penal Law, by providing no person shall be placed on probation, nor sentence suspended in case of felony until investigation and report has been made "by a probation officer." *Failed of passage.*

*Assembly Int. No. 1586, Pr. No. 1732; Senate Int. No. 1238, Pr. No. 1401:* Repeals title 4, part 6, adds new title 4, Criminal Code, by enacting a uniform criminal extradition act. *Vetoed.*

*Assembly Int. No. 1678, Pr. No. 2467; Senate Int. No. 1324, Pr. No. 1501:* Amends section 125, Correction Law, by excepting prisoners released for return for resentence or new trial, or upon certificate of reasonable doubt, from provision requiring warden to give released prisoners necessary clothing and twenty dollars in money. *Chapter 458.*

*Assembly Int. No. 1879, Pr. No. 2759; Senate Int. No. 1422, Pr. No. 1633:* Amends sections 1620, 1632, 1633, adds new sections 1620-a, b, 1632-a, Penal Law, relative to perjury and subornation of perjury. *Chapter 632.*

*Assembly Int. No. 1909, Pr. No. 2128; Senate Int. No. 1539, Pr. No. 1771:* Amends sections 230, 233, 235 to 247, 250 to 254, repeals 231, Correction Law, amends 2182, 2183, 2193, adds 1945, Penal Law, for discretionary reductions of sentences for prisoners to State prisons and penitentiaries and persons confined to county jails or jail farms for crimes committed after June 1, 1935, in lieu of commutation and compensation. *Chapter 902.*

*Assembly Int. No. 2095, Pr. No. 2383; Senate Int. No. 1610, Pr. No. 1880:* Amends section 142, adds new 141-a, Criminal Code, providing prosecution for kidnapping may be commenced at any time after commission of crime. *Chapter 308.*

*Assembly Int. No. 2108, Pr. No. 2847:* Adds new sections 270-a-e, Penal Law, making it a misdemeanor to solicit business on behalf of an attorney, to enter a hospital to obtain release or statement with reference to personal injuries, to aid the solicitation of

person or procurement of retainer for or on behalf of an attorney, or for an attorney to employ a person for such purposes. *Chapter 578.*

*Assembly Int. No. 1446, Pr. No. 1580; Senate Int. No. 1092, Pr. No. 1217:* Amends section 2185, Penal Law, by providing males between sixteen and thirty years of age convicted of felony, not theretofore convicted of crime punishable by imprisonment in State prison, may be sentenced to Elmira State Reformatory. *Approved with some hesitancy that part of bill restoring thirty years of age as the maximum for commitment. Disapproved that part excluding misdemeanants from commitment to the Reformatory. Chapter 977.*

### Opposed

*Senate Int. No. 111, Pr. No. 2589:* Amends sections 80 to 83, 163, 164, repeals 92, New York City Inferior Criminal Courts Act, by changing office of city magistrate from an appointive to an elective office, providing for expiration of term of appointed magistrates and defining number, qualifications, compensation and terms of office. *Failed of passage.*

*Senate Int. No. 608, Pr. No. 1571; Assembly Int. No. 926, Pr. No. 969:* Adds new section 246-a, Correction Law, providing when a convict is about to be released from State prison, police of district where he was convicted must be notified of that fact. *Failed of passage.*

*Senate Int. No. 778, Pr. No. 839:* Amends section 117, Executive Law, for appointment of a director of investigation in division of parole at an annual salary of \$4,000 and appropriating \$5,500. *Failed of passage.*

*Senate Int. No. 1332, Pr. No. 2659; Assembly Int. No. 1823, Pr. No. 3115:* Amends section 17, Domestic Relations Court Act of New York City, relative to discipline of officers and employees. *Failed of passage.*

*Senate Int. No. 1788, Pr. No. 2133:* Amends sections 6, 7, 13, New York City Domestic Relations Court Act, by providing after December 31, 1935, terms of all Domestic Relations Court justices shall expire and their successors shall be elected for ten-year term, chief justice to be appointed by justices. *Failed of passage.*

*Senate Int. No. 1789, Pr. No. 2134:* Amends sections 50-52, 54, 60, 70, 105, New York City Inferior Criminal Courts Act, by abolishing City Magistrates' Courts and board and providing for a board of district magistrates to be elected in 1935, relative to qualifications of magistrates, districts to be the same as Assembly districts and making other changes. *Failed of passage.*

*Senate Int. No. 1790, Pr. No. 2135:* Amends sections 12, 13, New York City Inferior Criminal Courts Act, for election of jus-

tices of Special Sessions Court for ten-year term. *Failed of passage.*

*Assembly Int. No. 180, Pr. No. 181; Senate Int. No. 654, Pr. No. 704:* Amends sections 220, 223, 224, Penal Law, by reducing term of imprisonment for arson and defining attempt to burn as arson, third degree. *Vetoed.*

*Assembly Int. No. 622, Pr. No. 641; Senate Int. No. 139, Pr. No. 139:* Amends sections 602, 603, Correction Law, by providing certain fixed allowances to a sheriff for conveying prisoners to a State prison from the county prison, instead of actual and necessary expenses as at present. *Vetoed.*

*Assembly Int. No. 952, Senate Pr. No. 2735:* Amends section 111, Correction Law, by giving principal keeper of Sing Sing Prison \$2,500 a year in lieu of maintenance. *Vetoed.*

*Assembly Int. No. 1065, Pr. No. 1116; Senate Int. No. 1488, Pr. No. 1708:* Repeals section 180, Correction Law, relative to employment of inmates in State reformatories on public highways. *Failed of passage.*

*Assembly Int. No. 1067, Pr. No. 1118; Senate Int. No. 1489, Pr. No. 1709:* Repeals section 179, Correction Law, relative to employment of prisoners on public highways. *Failed of passage.*

#### NEW YORK CITY DEPARTMENT OF CORRECTION

It can be sincerely recorded that much progress and constructive change has taken place within the Department of Correction of the city of New York during the year 1935. It is gratifying to make such a report because ever since its inception this Association has always worked hand in hand with the many and varied administrations of New York City's prisons. Under the capable leadership of the Commissioner of the Department, Austin H. MacCormick, outstanding improvements have been noted within the institutions and a high degree of morale maintained within the ranks.

Probably the greatest single improvement within the system, and one deserving of considerable comment, was the opening of the new penitentiary on Riker's Island. Volumes have been written, countless criticisms have been made, comments by governors, mayors, laymen and convicts have been offered, all in favor of an immediate closing of the old prison on Welfare Island. But not until the year 1935 did all this agitation actually take concrete form with the first commitment to the new and costly prison designed to enable the final closing of the institution on Welfare Island.

This old prison, the building of which began in 1826, has for decades been of serious concern to the citizens of New York. The first annual report of the Prison Association in 1844, of which the present writing is the 91st, makes this comment in a report of an inspection of this institution:

... this city (New York), distinguished as it is for its enterprise, and its many noble charities, presents the extraordinary spectacle of a prison, the largest on this continent, almost in the world, conducted upon principles which the wise and good of all countries have united in condemning; which must promote, rather than punish, crime; which must increase, rather than diminish, the number of offenders; which is utterly destructive of all hopes of reformation; which involves the young and hardened offenders, the criminal and the destitute, in common fate; and which renders the whole matter a continually increasing burden upon the honest portion of the community.

Now after 110 years, to be exact on February 8, 1936, the old Welfare Island Penitentiary has finally closed its doors and is no more. It has taken day by day comment, such as that quoted above, and prolonged agitation, yet we record at this time that the culmination of almost a century of criticism has taken place within only the past few months. The commissioner deserves much credit for his unceasing work on the many details it has been necessary to unravel before such action could finally occur. As was stated in the Association's last report, for the year 1934, the commissioner, upon accepting his appointment, inherited many entanglements having to do with the opening of Riker's Island. Construction problems, labor difficulties, governmental red tape, all found their way to his office for attention, and each one contributed additional

months of delay towards the opening of the institution. In many of these situations the Association co-operated with departmental officials.

Another important step that we wish to record as an improvement concerns itself with classification. In 1846 officials of the Association are on record as stating that ". . . an important element in producing reform is classification" and "to derive the greatest possible advantage from our present system of prison government, this should be introduced into all prisons . . ." During the summer of 1935 a Civil Service examination was held for the position of Director of Classification and as a result a qualified person is now fulfilling the duties of that position. Probably a 100 percent ideal classification system is virtually impossible to devise yet much more is being accomplished within the department now than before without this specialized leadership.

#### Riker's Island

This new penitentiary admitted its first prisoners on June 11, 1935. Up until the date of closing of the Welfare Island Prison all commitments were transfers but since the closing all workhouse and penitentiary prisoners are sentenced directly to Riker's Island from the courts.

#### Administration

The new institution is under the immediate direction of Warden Richard A. McGee who was appointed to the position from a Civil Service list in May 1935. Warden McGee, previous to this appointment, was educational director of the new U. S. Northeastern Penitentiary at Lewisburg, Pa. Assisting the warden is Deputy Warden Harry Ashworth who was transferred from a similar position at the New York City Reformatory at New Hampton, N. Y.

#### Plant and Equipment

This institution is of modern fireproof construction and contains 2,280 steel cells of the maximum security type. The construction is of the inside cell block type with each tier of cells back to back. Each cell is 6 feet six inches wide by 7 feet long and 8 feet in height and contains a bed, washbowl and toilet, table, chair, shelf and electric light. Much of this equipment is folding and is in excellent condition. Between the rows of cells is located a general utility corridor housing the electrical and plumbing equipment. The locking devices of the prison are of latest type and can be individually or group controlled. In cases of emergency a master key facilitates immediate opening of each tier of cells.

Two dining halls, served by a modern kitchen, each seating approximately 1,000 men. Adjacent is the library and chapel, the latter being so arranged as to enable three different meetings being held at the same time, or one general meeting. This is facilitated through the use of movable steel partitions.

The new institution is using in its visiting accommodations a patented device composed of panels of bullet-proof glass with speaking tubes containing very fine mesh screens. These panels are laid side by side in groups of forty, dividing each other by projecting partitions of steel. This insures a semblance of privacy for each interview with civilians on one side and prisoners on the other. There is no physical contact of any form possible and separate entrances admit those concerned. It is seemingly impossible to pass any article between the visitor and the inmate because of this fact. The visiting rooms are sound-proof and conversation may be carried on in normal tones.

#### Discipline

A difficult problem of administration is that concerning discipline. This is one that will no doubt decrease as conditions become settled, and has been caused by the fact that in the old prison a vast majority of the prisoners were idle, and on being transferred to Riker's Island were compelled to work. All infractions of the rules are formally reported to the deputy warden who immediately interviews the prisoner in question. On the basis of this investigation the man may be punished by solitary confinement, loss of privileges or through other means.

#### Classification

With the completion of the hospital, adjacent to the prison, Riker's Island will become the focal point of the city Department of Correction. Only able-bodied men will be confined in the penitentiary while all those incapable of performing daily tasks will be housed in either the hospital or in some other suitable institution. This situation will be a far greater step towards needed classification than has yet been seen. It will tend to segregate certain types from others within the system and should do much toward raising the morale of those concerned. The new director of classification will maintain headquarters at this institution.

#### General

For many months a very difficult situation existed over the fact that a group of about 200 civilian workers, under the U. S. Public Works Administration, were admitted daily to numerous sections of the institution for construction purposes. The officials of the penitentiary had no jurisdiction whatever over this group and could not issue orders to them. These persons continually roamed about the prison and were the cause of considerable difficulty. They were virtually free to carry out or deliver unsensored letters, contraband, and other articles. However, with the final completion of the plant this problem gradually decreased, though for many months it was a matter of deep concern. Hand in hand with this situation was the fact that certain partially completed buildings, while being used by the Department, were actually borrowed from the contractors. The Department of Correction had not accepted these sections of the institution on behalf of the city of New York

and were therefore not free to use them as desired. The buildings could not be officially accepted until the city was willing to assume the insurance risk which would naturally not be done until final completion.

In accordance with modern theories of penology, together with the factor of safety, it is hoped that the conditions necessitating the presence of armed guards in immediate contact with prisoners will be eliminated. Yet in fairness to the Administration it must be said that for awhile at least this situation was necessary.

A serious problem that will continue just as long as the city allows the dumping of refuse and waste on the island, is that arising from the constant fires, unpleasant odors, dirt and rats accompanying this practice. New York may place a homogeneous group of criminals and vagrants on the island but it should certainly never use the same island for the dumping of the city's refuse and waste.

The question of political interference was taken up with the warden and several of his staff, and without reservations they stated that as yet there was no evidence of any on the island. The impression gained from observation of this institution is that it is under good management and will be used for the best interests of the people of the city of New York.

#### Tombs City Prison

There is little comment concerning this antiquated institution. It should be torn down at the earliest possible date and a new and modern detention prison, adapted to the day and age in which we live, constructed in conjunction with a new criminal courts building. This Association, together with numerous grand juries, the State Commission of Correction and other State bodies and interested agencies and persons, has long maintained that this prison, together with the Brooklyn City Prison, is not a fit place for the incarceration of people guilty of serious crimes, let alone people who have yet to be determined guilty in the eyes of the law. Normal standards of sanitation and cleanliness are wholly impossible to maintain because of the age and type of construction of this old prison. Practically every known theory of modern prison administration has to be violated in its administration, yet, paradoxical as it may seem, probably more prisoners are handled per year in the Tombs than in any other penal institution in the country, if not in the entire world. During the year 1935 over 23,000 different persons were committed to the Tombs. Officials calculate that on the average each man was officially handled three different times which makes for a minimum total turnover of 69,000 persons. A variety of matters cause this tremendous amount of business; each time a case is called for court action the prisoner must be formally given over to the sheriff's office and various court attendants and later returned with many different entries recorded on cards and ledgers. Bail matters necessitate much formality and

numerous other procedures create constant turmoil and activity. Yet, the Commissioner and Warden William A. Adams are making the best of an extremely difficult situation.

As far back as 1846 officials of this Association made the following statement concerning the City Prison of Manhattan.

The City Prison, although a sumptuous building in the heart of this great metropolis, is in many respects a worthy competitor of its neighbor on the island (Welfare Island Penitentiary), prisoners of every grade and class walk together on the galleries, and abundant opportunities seem to exist for familiar intercourse.

True it is that in the main the present Tombs is a different building. Yet the statement relative to the prisoners aptly applies at the present time. Commissioner MacCormick made a recent public statement to the effect that, "Those two places (the Tombs, Manhattan and Raymond Street Jail, Brooklyn) I consider disgraceful to New York City or disgraceful to any city in the country."

The official capacity of this prison is listed at 555. This number is reached by adding the 445 cells and the 110 dormitory beds. However, for many years the daily average population has been well over 700, which means that many cells house two prisoners. The opinion of those concerned is to the effect that there is slight chance for the procurement of funds with which to raze the present structure and build a new and modern detention prison.

#### Fifth District Prison (Harlem)

This institution, built many years ago, is in charge of Warden Eugene Kearney and is for the purpose of detaining material witnesses, those held for grand jury action and those awaiting trial. There are also housed approximately twenty-five or thirty persons under sentence to the New York County Penitentiary but employed in this district prison as maintenance help. There are thirty-nine cells for male prisoners, each cell accommodating two persons, and there are also one or two rooms used as dormitories for sentenced prisoners. There are sixteen cells for female prisoners, each accommodating two persons and under the supervision of matrons. No female prisoners are held in this institution over night, as they are transferred to the Women's House of Detention at the close of the day. These cells are then used for any overcrowding that might unexpectedly occur in the men's section during the night. This practice has long been criticized but apparently cannot be alleviated under the circumstances. Sudden police raids, such as occurred in the summer months and during which as many as 700 were arrested during a single night, seriously overtax the facilities of the department. At that time all types of persons were thrown together in the various district prisons and the resulting situation was practically indescribable.

However during normal times close examination revealed that all cells were in a clean condition and that all bedding is sterilized after

use. The kitchen, while small and crowded, is also kept in good order. A full-time dietitian is employed, and all other help is provided by sentenced prisoners. Meals are served in two shifts, one accommodating the material witnesses and officers, and the other the remaining prisoners.

#### Second District Prison—Third District Prison

These two district prisons serve the downtown area on both the east and west sides of Manhattan. They are detention pens for day use only, all prisoners being transferred at the close of the day to the Tombs. The Second District Prison, at Tenth Street and Sixth Avenue, consists of one large room divided into two pens, subdivided by heavy wire screening. All movements of prisoners are carefully recorded and checked, and all records and books are kept in good order. The room itself is quite dark in appearance, but noticeably clean. Each pen accommodates about twenty-five men and is equipped with benches and toilet facilities. The prison is adjacent to the Jefferson Market Court.

The Third District Prison, located at Second avenue and Second street, adjacent to the Essex Market Court, consists of six cells in the male division and three cells in the section reserved for females. All cells and corridors were clean and in good condition. One poor feature of this prison is its lack of proper ventilation especially in the summer months. Each cell has but one small screened window admitting very little fresh air. One electric fan is in constant use, but does no more than grurgitate the stale air that may be present. Officials state that at times the section becomes so oppressive that they are compelled to vacate for short periods. This district prison handles about thirty-five to fifty persons a day and all prisoners are transferred to the Tombs before nightfall.

#### The Women's House of Detention

The new women's prison, known as the House of Detention for Women, opened several years ago, continues to be efficiently managed and remains a model jail worthy of imitation by other cities. It is one of the first of the so-called skyscraper jails and handles the entire female prison population of the city. This includes persons held for trial, as material witnesses, or under sentence. The building contains complete hospital and some industrial equipment.

Despite the newness of the construction and the many modern aspects of this institution the time is already at hand when overcrowded conditions are in evidence. At the present writing the population numbers well over 500 and when it is considered that the only recreational space is located on the roof a difficult situation develops. A small population would not necessarily be as seriously affected but 500 women confined in one building means overcrowded cell arrangements and other difficulties. A possible solution is the reopening of the old women's prison at Greycourt for the longest

term prisoners. At the present time this is the lone institution caring for female offenders and serious consideration should be directed towards the future now instead of within several years when the situation will probably be more acute.

This institution is under the efficient and able direction of Superintendent Ruth Collins. Miss Collins was at one time director of the social service division of the United States Bureau of Prisons, as well as being previously connected with the Detroit House of Correction.

#### City Prison, Queens

The City Prison, Queens, located in Long Island City, is generally considered adequate with one provision, and that is that additional keepers are needed so that an unused section can be opened. The present personnel consists of Warden Frank Fox, a man of thirty years of service in the department, a deputy warden, a head keeper and approximately seventeen keepers. With three shifts of eight hours each to be manned by this staff a serious situation is readily observed. Little or no provision is made for relief keepers whenever sick leaves, vacations, and other absences are necessary. Very often it remains to the warden to fulfill the purely routine duties of a keeper.

The average daily population throughout the year remained at about 150 and officials indicated that this was close to an average mark. The daily admittance average is figured at about twenty-seven with a discharge average of about the same number. The population is divided into a boys', or minor, group, a Negro group and an adult white group. A special section is also reserved for sentenced men working in the institution.

There is no work of any kind performed in the prison with the exception of maintenance which is done by sentenced prisoners. These men are requisitioned from the New York County Penitentiary.

This institution is located adjacent to a section of the Pennsylvania Railroad, and because of the smoke and dirt it is extremely difficult to keep clean. However, in spite of this the plant is very well kept and gives evidence of much attention to the matter of cleanliness. Probably the most objectionable section of the institution as far as cleanliness is concerned is the kitchen. This has been realized for some time by both the city officials and the State Commission of Correction, with the result that a new kitchen building has been added in the rear of the prison. At the close of the year this had not been formally accepted by the city because of labor and engineering defects. The building itself has been completed for two years, and it seems unfortunate that it cannot be placed in use.

The inmate commissary operates in this institution as it does in all others, and various articles of food can be bought and meat can be cooked to order. The commissary attendant maintains a small but complete kitchen and storeroom. This feature has also long been a subject of complaint by this Association and the State Com-

mission of Correction. The objectionable element in this arrangement is that men with money can order what they please, while those without money are deprived, through no fault of their own, of this privilege. This situation results in occasional misunderstandings and is open to criticism by the wardens.

The prison library consists of a small group of books and an old agreement with the Queens Public Library enables prisoners to occasionally request other books.

It is generally agreed both by State and city officials that the Queens City Prison is very well managed and is devoid of any internal disorder.

#### Reformatory Prison—Hart's Island

This institution, known commonly as Hart's Island Reformatory, is located on an island in Long Island sound near the entrance to the East river. It is spread out over considerable territory and is adjacent to the Potter's Field which is part of the same island.

#### Administration

There are about 108 keepers now assigned to the island who are under the direction of Warden Michael C. Breen. At the time of inspection there was no deputy warden as such, but there is a head keeper who fulfills that position for all practical purposes. This institution houses about 1,000 prisoners and practically all the men are transferred there from the central penitentiary. All of the prisoners are housed in dormitories and every able-bodied man is employed. There are approximately forty different work groups on the island. In addition to these employed men, there is a group known as the "roughies" or the "old men's home." This group is segregated from the rest of the inmate population and is composed of the derelicts of the city prison system. All cripples, and otherwise unemployable men, are also housed in this section.

The dormitory plan precludes any system of classification or separation. For many years this Association has criticized the dormitory plan, especially at Hart's Island with its old fire-trap buildings, but realizes the impossibility of the abolition of such an arrangement in view of the condition of the city's finances. The feeling is that every inmate has a right to at least a small amount of privacy, as at the present time the only personal articles that are allowed an inmate are those that can be kept under his pillow. There are no lockers, and boxes and chests are not allowed.

About sixty-five of the prisoners are self-committed drug addicts and the officials feel that this plan of self-commitment has no value whatever either to the individual or to the institution.

One of the outstanding defects of the reformatory is the fact that there is no organized educational or recreational program. It would seem advisable to institute some form of educational program for at least the illiterate group. The fact that most of the inmates

are serving comparatively short sentences would add complications to this but it is believed that this problem could be solved. At present the industrial shops offer various degrees of vocational education, depending entirely on the willingness of the prisoners to learn.

#### Industries

The Hart's Island Reformatory has been the manufacturing institution of the Department of Correction, but plans are under consideration for the transfer of several shops to the Riker's Island Penitentiary. Among the articles manufactured are beds for the Department of Correction and the Department of Hospitals, brooms and street brushes for the Department of Sanitation, and suits, shirts, socks, and underclothing for the Department of Correction. Most of the shops are working on a part-time basis only, with the exception of the print-shop. This plant does all the printing for the Department of Correction and the Department of Public Welfare. Ice is manufactured for all the city institutions and is shipped daily by boat. Most of the shops contain old machinery and a large part of the work is done by hand that would ordinarily be performed by machinery on the outside.

Throughout the institution high standards of cleanliness were noted. The grounds and dormitories were neat and clean and the shops were recently repainted. The kitchen is light and airy and appeared to be in good condition.

#### Special Facilities

At the eastern end of the island the tubercular patients of the department are housed. At the time of inspection there were about twenty-eight patients. These men are confined at all times in this section with a civilian orderly in constant attendance. The resident physician visits daily and is on call at all times. A section of one of the dormitories, containing about twenty beds, has been set aside for use as the regular institutional hospital. However, all serious cases of illness are transferred to the Correction Hospital on Welfare Island.

The institution on the whole is quite old but is kept in as good condition as possible. The officers are of the opinion that they have the full support of the commissioner, and while they never have been severely hampered by political influence, they feel that the present administration is doing all that is possible towards total elimination of such an evil.

#### Budget Items

The budget adopted for the Department of Correction for the year 1936 shows an increase of \$226,182.00 over that for 1935. The entire cost of operation for 1935 was \$3,051,315.60 and the appropriated amount for 1936 is \$3,277,497.60. Of the 1935 amount expended for operation of the department \$1,974,048.60 was for departmental personnel while \$1,077,267 was for other than per-

sonal service. Many new positions have been provided for which were necessitated through the opening of the Riker's Island Penitentiary.

#### General

For another year the Prison Association is led to repeat a statement it has made for many years and that concerns the unification and consolidation of all custodial functions in Greater New York. At the present time the Bronx and Richmond county jails, court pens and transportation vans are not under the jurisdiction of the Department of Correction. It has been conservatively estimated that if those two counties could be brought under the Department of Correction, the city of New York could save at least \$75,000 a year through reduced overhead and administrative expenses. In addition to the material saving a greater degree of efficiency could most certainly be maintained and considerable overlapping avoided. At present a paradoxical situation presents itself through the mixing of a highly organized and efficient correctional department with the ancient sheriff system born of the days of old New York. As can be plainly seen this contradiction does not make for economical and efficient administration. There is no question whatever, as we have stated before, that the entire system of divided responsibility is false economy and a sheer waste of public money. However, it is pleasing to report that at the present writing plans for unification of the department, as mentioned above, are now under consideration by the Aldermanic Committee on County Consolidation. This Association is on record with this committee and the Mayor's Charter Revision Commission as favoring such consolidation of control and is of the opinion that the situation is more promising of solution than it ever has been before.

#### Population

The New York City Department of Correction during the course of a year handles a daily average population of over 6,000 persons and has an annual turnover of close to 70,000. Of this latter number 16,000 to 17,000 are finally sentenced. It must be understood that many of those sentenced serve only one day, two days or five and ten day sentences. Many are repeaters who return time after time. Commissioner MacCormick quotes statistics for the year 1934 indicating that of 16,000 persons received under sentence during that year, 7,135 men and 627 women were serving from their second to their tenth sentence; 801 men and 95 women were serving from their eleventh to their sixty-fifth sentence, and 1,519 men and 154 women were received from two to four times within the year. Throughout the past few years this Association has endeavored to direct public and official attention towards the flagrant practice of the courts accepting pleas of guilty to charges far below that of the original indictment. This practice has filled the city penal institutions with felons who rightfully belong in the State's prisons. Statistics reveal that New York City receives two felons in her

penitentiaries for every one that is committed to the State's prisons. It is gratifying to report that this practice is gradually being curtailed and that the various judges are becoming more and more concerned over this matter. As we stated in this report of a year ago, the practice of bargaining for lesser degrees of crime that the indictments provide, assures the prosecution of a positive conviction and assures the Commissioner of Correction of a problem that in no sense should be his.

During the years to come the Prison Association will campaign, as it has for over ninety-one years, for those principles that make for a unified, economical, efficient and scientific correctional system under trained and intelligent but firm non-partisan leadership.



## INTERNATIONAL PENAL AND PENITENTIARY CONGRESS

The International Penal and Penitentiary Commission was founded in 1870 and some of the early American pioneers in modern penology were largely instrumental in its formation. It met regularly every five years until 1910 when the eighth quinquennial session was held in Washington, D. C. Interrupted by the war the ninth meeting was held in London in 1925 and the tenth in Prague in 1930.

At the Prague meeting, although Italy had strongly urged that the conference be held there, it was decided that the 1935 session should be held in Berlin and Dr. Irwin E. Bunker, a man of great learning and humanity, Chief Justice of the Supreme Court of the Reich, was elected president to preside at the Berlin meeting.

There gathered in Berlin, therefore, at the beginning of the week of August 18 to 24, 1,000 delegates—criminologists, professors of "droit penal," wardens, administrators, etc. The American delegation consisted of Mr. Sanford Bates, Mr. James V. Bennett, Mr. Edward R. Cass, Mr. Charles L. Chute, Miss Ruth E. Collins, Mr. George C. Erskine, Dr. Mary B. Harris, Mr. William B. Cox, Mr. Alfred Hopkins, Dr. R. F. C. Kieb, Mrs. Blanche L. LaDu, Major Lewis E. Lawes, Mr. E. Stagg Whitin, Mrs. J. E. King and Miss Agnes McKernan.

Among honorary vice-presidents chosen were Mr. E. R. Cass, Secretary, American Prison Association, and Mrs. Blanche L. LaDu of the State Board of Control of Minnesota.

Dr. R. F. C. Kieb was chosen Vice-President of Section 3 and Mr. Sanford Bates was chosen president of Section 2.

The interest of the entertaining country was indicated by the fact that of the 1,000 delegates, 600 were registered from Germany, while there were 400 from the rest of the world.

It is the practice of the commission to prepare two years in advance a list of questions for discussion, and to invite informed people from the various adhering countries to submit papers expressing their views on the various questions. There is appointed for each of the twelve questions to be discussed a "rapporteur generale" who digests all the papers written upon that topic, prepares a report summarizing the conclusions and proposes a resolution to be adopted at the meeting of the session after discussion of the question. This resolution is adopted, or, after debate other resolutions are put forward. When any of the four sections agrees upon the text of a resolution it is referred to the meeting of the General Assembly where further debate may be had, amendments offered and the resolution eventually adopted or rejected.

Attached to each section and at the disposal of the chairman or president of the section were a sufficient number of interpreters who on the whole made accurate, although much shortened, translations of all speeches and remarks that were made.

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The section meetings were held simultaneously each afternoon and the General Assembly met in the mornings and on four occasions listened to speeches by the leaders of the German government, Dr. Franz Gurtner, Reich Minister of Justice, Dr. Roland Freisler, Undersecretary of the Ministry of Justice, Dr. Hans Frank, President of the "Academie fur Deutsches Recht," and Reich Minister Josef Goebbels, who took this opportunity to make an exposition of the National-Socialist policies with reference to the reform of the criminal law and penal policies.

Those who were present at the Prague congress and visited Germany during 1930 will recall the publication of the description of the Prussian progressive system and also their contacts with the leaders of penal work in Germany at that time. Some of the outstanding paragraphs from the speeches of the present German leaders are as follows:

## Dr. Franz Gurtner:

The future German Criminal Law will release the German judges from being closely bound by the text of the law. . . .

A law based on the principle "Nulla poena sine lege" only regards as illegal such behavior as is an infringement of a legal penal provision. What is not forbidden and threatened with punishment must be considered as permitted. Hence such a law is based on the idea of formal wrong. National Socialism replaces this idea of formal wrong by the idea of material wrong, in that it regards as a wrong any attack on the interests of the national community and any offense against the demands of the national life. Hence a wrong is possible in Germany in future even when no law threatens it with punishment. Even when there is no threat of punishment, every infringement of the vital aims adopted by the national community is a wrong. Hence the law renounces the claim to be the only source for recognizing right and wrong. . . .

We are firmly convinced that this will not give rise to legal uncertainty, for National Socialism has presented the German nation with a uniform view of life dominating the whole nation. The judge is able to draw upon this uniform view of life; it provides him with the basis upon which he can recognize and understand the guiding ideas of the legislation. Hence it provides a guarantee for the uniform application of the law. As in the judge's case, this view of life will also be the line of guidance of every individual for his behavior. From his knowledge of the uniform national view he will obtain a secure feeling of right and wrong as to what he may do and what he has to leave alone; if he comes into conflict with this feeling of right and wrong, or his legal conscience, then he must bear in mind that he has come into conflict with the will of the community, and that he ventures to do so at his own risk. . . .

Another principle which is to be realized in the future German Criminal Law is the principle of the punishment of criminal intention. . . .

If this demand is to be realized then a rearrangement of the existing German Criminal Law is required. The judge must be instructed in every case of voluntary act to adapt the punishment to the intensity of the criminal intention, and, in the case of a careless act, to the extent of the thoughtlessness or indifference, and hence always to assess it as regards its kind and amount only according to the guilt and not according to the result. . . .

When we assign to the judge the task of investigating the personality of the accused, we by no means wish to accept the demands of various adherents of the sociological school of criminal law who, indeed, also wished the personality of the offender to be taken into account, i.e., a criminal law based on the personality of the doer in contrast to a criminal law based on the act, as maintained by the older, and what is called in Germany, the

"classical school", but therewith combining views which we now reject. The sociological school originally demanded the investigation of the offender from personality with a view to educating, bettering or frightening him from committing criminal acts in the future by means of punishment, but in this way pursued almost exclusively the aims of special prevention. During the period which has now been overcome by National Socialism these doctrines led in Germany to a weakening of the criminal law which we now combat most energetically. It was believed that it was a duty to deal with the personality of the offender, in order to get to the bottom of his character, to understand him and to get into touch with him. These ideas—especially in connection with the doctrine of the absence of human freewill—led to its being believed that the criminal act ought to be explained as the result partly of the culprit's unfavorable disposition, partly owing to the unfavorable form of his environment, but especially as the result of general social conditions. The inclination to explain the criminal act in this way soon also favoured a tendency to excuse it to a large extent. The truth of the saying "tout comprendre c'est tout pardonner" was also confirmed in this case. The result of such views was a tendency to exercise far-reaching clemency and a lax practice of pardoning which led in the post-war years to an enormous increase in criminality, especially in the case of serious crimes. Criminal justice was absolutely threatened with bankruptcy. The mistake of this criminal law based on the personality of the offender consisted in individualizing tendencies being exclusively pursued while the just claims of the national community were forgotten. The National Socialist criminal law will not make this mistake. We now emphasize in the case of every criminal act the transgression against the community, we demand that the offender shall be responsible to the community, and we regard it as the task of the criminal law to express the moral responsibility of the offender to the community. By the punishment, however, we impress upon the offender that he has severed his connection with the community and violated its interests. And when we now demand a criminal law based on the personality of the offender we wish for a system of criminal law that examines the offender to see how far he has deviated from the views of the community. The further he has deviated from the demands made on the individual by life in the community, the more serious appears his criminal intention, and the more severe must be the punishment. This law condemns the offender according to the extent to which his will has ceased to be in accord with the will of the community as a whole. Hence we shall not repeat the mistakes of one-sided special prevention.

The future German criminal law, like the existing law, recognizes various kinds of imprisonment to which it attaches various degrees of importance. The serving of sentences must be differentiated accordingly. It is just that the more serious appears the more serious faults should suffer more. It is also just that criminals who have the same sentences to serve should be treated in the same way in principle, but this does not exclude the rewarding of good behavior by the grant of admissible privileges.

#### Dr. Roland Freisler:

In liberal criminal law the maxim "nulla poena sine lege" is a fundamental right derived from the idea of Magna Charta.

For the National Socialist state, criminal law becomes an instrument of the national community which serves the purposes of the nation's need for cleansing and protection. The need for cleansing is a moral need for atonement which is explained at bottom by the fact that the nation considers that it is itself defiled by the objectionable conduct of its members, while the need for protection is nothing but the national organism's instinct of self-preservation. Hence, for National-Socialist criminal law, the clearness of the provisions of the law is of less importance than true substantial justice, which is to be ascertained in each case with the aid of the sound national consciousness, and which recognizes this sound national consciousness as a source of law. . . . Hence the "Magna Charta" needs of the individual, as a

member of the nation, cannot prevail against the demands of the sound national consciousness. The maxim "nulla poena sine lege" is replaced by the watchword "Give the nation its rights."

Dr. Freisler quotes the Act of August 1, 1933, as follows:

The execution of the sentence is to impress permanently on the prisoner the serious consciousness that he has to atone for his offense against the legal order of the State by deprivation of liberty, which is so applied as to be an appreciable evil. Dread of again having to suffer the evil of serving a sentence after committing a fresh offense is to be made real to him by the way in which the sentence is carried out, so that it represents a check on the temptation to commit fresh penal acts, even in the case of prisoners not susceptible to moral suasion. This requires the systematic maintenance of discipline and order, the habituation of the prisoners to work and doing their duty, and an attempt to influence them religiously, morally and mentally. These aims must be pursued with serious and inflexible just severity.

#### Dr. Hans Frank:

National Socialism has abandoned the former false principle of humanity. The National-Socialist view is that excessively humane treatment and too extensive privileges are incompatible with the object of the punishment. Only an appreciable punishment can have effect as an expiation as against the community for a violation of the duty of loyalty to that community. . . .

States and nations may be as different as they like in other ways, but there is one task in which they must all stand together, namely, in combating crime. The aim of a penal policy which looks to the future can never be limited to the mere construction of the best possible penal and penitentiary system but must be directed towards the great task of preserving the health of the nations and protecting their culture from destructive criminal attacks.

It was largely from these speeches that the visiting delegates formed their opinion of the German penal policy.

The agenda for the meeting was prepared at least two years in advance of the meeting under the direction of the International Penal and Penitentiary Commission. Of the twelve questions, four were pointed to as being ones which had certain timely significance and were referred to by the speakers above mentioned.

The second question in Section 1 was, "What measures can be recommended to shorten the so-called "monster trials"?" In the debates upon the question the Reichstag-Fire Trial of three years ago was frequently referred to. But each country, including the United States, undoubtedly has its own "monster trials."

The first question under Section 2, "Are the methods applied in the execution of penalties with a view to educating and reforming criminals calculated to bring about the effects aimed at and are these tendencies generally advisable?" would undoubtedly precipitate a debate as to the efficacy of the policy announced by the German leaders.

The first question in Section 3, "In what cases and according to what rules should sterilization be applied in the modern penal system?" also was one which the German government had expressed a keen interest.

The second question in Section 3, "Is it desirable to introduce into the penal legislation provisions authorizing the judge to pro-

hibit persons condemned for offenses connected with their profession from carrying on that profession" was referred to by Dr. Hans Frank, "Measures for forbidding the practice of a vocation and for deportation from the Reich have also been provided for by the National-Socialist legislator. These would also provide important tasks for the international penal policy."

Only the second and third of these four questions proved to be really controversial. With reference to the first, there was not much difference of opinion that monster trials should be controlled and avoided. Nor with reference to the fourth was there a very great difference of opinion that nations should have the right to prescribe the methods whereby convicted criminals should be restrained from practicing the professions which led them into criminal conduct.

Following is a list of the twelve questions, and the resolutions eventually adopted.

### Section I—Legislation

#### 1st Question:

What must be the jurisdiction of the sentencing judge in the execution of penalties?

#### Resolution:

2. It is desirable in the interest of a more effective defense of society against crime to entrust important decisions concerning the serving of sentences of imprisonment to judges, to public prosecutors or to mixed commissions presided over by the judge or the public prosecutor.

3. It would be desirable to create a form of organization which would make it possible to extend the sphere of action of judges and public prosecutors. This extension would have to cover the direction and control of a supervision of delinquents with conditional sentences.

4. The specialization of judges and public prosecutors is desirable. It is further desirable in order to stimulate the interests in question of criminology and prisons to allow them to visit all penal establishments and—as far as possible—to employ them there a certain time of their studies.

#### 2nd Question:

What measures are to be recommended for the purpose of expediting so-called "monster trials"?

#### Resolution:

An essential premise for the effect of a penalty are expedited penal proceedings. Therefore everything must be kept out of the proceedings that is immaterial for finding the truth.

The question as to the means to attain this aim can only be solved within the scope of a discussion of such measures which—with due regard to the rights of the defence—are suited for an expedition of penal proceedings in the general. There is no material justification for making a difference in the form of criminal proceedings according to the probable length of the trial.

In order to shorten the trials in criminal matters the Congress recommends the following measures:

1. Too great an accumulation of charges is to be avoided as far as possible by not entering as charges penal actions which have no influence on the result of the proceedings.

If the penal law of a country is governed by the principle of compulsory prosecution (principle of legality) this principle should be sufficiently relaxed so as to enable the public prosecutor to limit the material of the proceedings.

2. In those countries where the law does not empower the judge to reject applications for the taking of evidence which is immaterial for finding the truth the judge should be given such power.

3. No accused should be allowed to have more than two defending counsels.

4. The judge should be given the right to reduce the time of pleading allowed to the prosecuting counsel and the defending counsel in the final trial.

5. It should not be possible to independently impugn interlocutory decisions of the court after the commencement of the trial, but only together with the legal remedy given against the final decision.

#### 3rd Question:

Must the attenuation of penal legislation affect sentences which are already imposed?

How can a change, in the legislation concerning the serving of sentences, be made to affect those sentences which had already been definitely pronounced or the execution of which had already been commenced before the said change?

### I

#### Resolution:

1. Mitigations in the penal law shall be applied to sentences already enforceable, not only in such cases where the new law pronounces an offence, punishable under the old law, to be no longer punishable but also when it introduces a considerable mitigation of a punishment, either in form or extent.

2. The new law shall determine where the mitigation is sufficient to find application. As sufficient there are to be looked upon, e.g., the following mitigation: The replacement of the death penalty or penal servitude for life by another punishment, the replacement of a punishment of five years or more by a punishment not exceeding one year, the reduction of the maximum punishment below the extent of the punishment pronounced, etc.

3. The loss of civic rights and other legal consequences of the sentence fall away, the same as aggravations of punishment, unless the new law prescribes them.

4. The above provisions find no application to sentences pronounced for violation of acts only temporarily in force.

5. The mitigation takes place only after a resumption of the proceedings brought about by the person sentenced or by the public prosecutor which resumption is effected by an application of the person sentenced or by the public prosecutor.

### II

A new regulation as to the execution of punishments, whether it mitigates or aggravates the execution, shall also be applied to punishments which were made final before this change of the execution of which has already begun, unless the provision itself prescribes otherwise.

### Section II—Administration

#### 1st Question:

Are the methods applied in the execution of sentences for the purposes of educating and reforming criminals (intensive

humanization, extended favors, considerable relaxation, by degrees, of application of penalties) of such a nature as to produce the results intended, and are such tendencies generally expedient?

**Resolution:**

No resolution adopted.

**2nd Question:**

What is the effect of industrial and agricultural unemployment, with reference to the labor of prisoners, in time of crisis, and how can the harmful consequences thereof be avoided or mitigated?

In setting the "standard of life" of prisoners, is it necessary to take into consideration the "standard of life" of the public in general?

**Resolution:**

Unemployment in free industry exerts in times of crisis a very unfavorable influence on the labour conditions in penal establishments not so much on agriculture as on industrial work. Prison work playing an important part in the execution of punishment and lack of work having the most pernicious effect on the prisoners' character and outlook sufficient work must be provided for them.

For this reason it is desirable:

1. Protection of prisoners' work by legislation by which the respective state administrations shall be obliged to have specified work for public needs, for example the exploitation of scrap material, performed by prisoners and to supply a certain amount of what is needed from penal establishments.

2. Employment of more prisoners on public works, in particular on agricultural work, on the cultivation of un reclaimed land and on similar works, due regard being had to the interests of free labour.

3. Replacement of machine work by hand work where this can be done with consideration for the particular features of the trade and without impairing the quality of the goods produced and the training of the prisoners.

4. In exceptional cases also a diminution of the working hours with regard to individual prisoners and division of the work among a larger number of prisoners.

Industrial occupation of prisoners is to be distributed as on many branches of industry as possible, in order to ease competition.

Where lack of work cannot be avoided all means must be taken to improve the physical and mental activity of the prisoners as for instance: increase of the hours of instruction, the institution of special courses of study, frequent change of reading matter, longer duration of walks, the practice of athletics, etc.

In determining the conditions under which the prisoner must live the conditions of living of the free population must be taken into consideration. They must therefore be as simple as possible but so arranged that the prisoner retains his health and working capacity.

**3rd Question:**

How can the execution of sentences involving deprivation of liberty be distinguished from measures of public safety involving deprivation of liberty?

Must the progressive system also be considered for measures of public safety?

## I

**Resolution:**

1. The decisive difference between punishment and measures of security, especially between punishments depriving the individual of liberty and measures of security implying the loss of liberty, consists in the diversity of the conceptions upon which they are based.

2. The difference of principle will be manifested and marked by the difference of application, in so far as this may be possible without compromising the aim of the measures of security.

3. It is therefore advisable to apply the measures of security in special establishments, separated from the prisons and penal establishments.

4. The treatment of persons so interned ought to be clearly distinct from that of individuals condemned to sentences of imprisonment of the most serious nature.

5. Otherwise, differences might be made as regards the type of dress, the amount of the remuneration (rewards), the extent and choice of reading, and in other similar domains.

In any case, in view of the diversity of the individuals interned, it is impossible to set up standards governing in a general way all the details of the application of measures of security.

## II

The experiments made up to now do not yet allow to appraise, if progressive system is to be recommended for the application of measures of security.

**Section III—Prevention**

**1st Question:**

In what cases, and according to what rules, in the modern penal system, must sterilization be applied, whether by castration, by vasectomy or by salpingectomy?

**Resolution:**

1. In legal formulations it is advisable to make a clear distinction between the terms "sterilization" and "castration" which refer to operations of a different character, different kind and different consequences.

2. The favourable preventive-therapeutic results from castration achieved relative to sexual disorders in cases involving a leaning toward criminality, ought to cause all states to amend or supplement their respective laws, so as to facilitate the performance of such operations upon demand or with the consent of the person concerned in order to free that person from a disordered sexual inclination which might bring in its train the committing of crimes of sex.

3. The same applies to sterilization for reasons of health or eugenic nature provided the person to be operated upon consents to the performing of the operation.

4. Compulsory castration and or sterilization may be coordinated to other measures of security provided by the existing law.

Compulsory sterilization for eugenic reasons is a recommendable measure of prevention, as same will reduce in the future the number of persons of low ethics from among whom criminals are recruited to a great extent.

5. Sterilization for reasons of a family or eugenic nature, and the castration of recidivous sexual criminals is advisable as a protective procedure, provided it appears justified by serious guarantees.

6. Principles governing the sterilization of criminals and differing from those principles which justify the sterilization—for reasons of a family or eugenic nature—of other persons, are not to be considered justified.

7. The national legislations will have to guarantee, from all points of view, that compulsory castration and sterilization is undertaken with the greatest precaution only, and in proper proceedings which provide for a thorough investigation of the case by a gremium of jurists and medical men.

### 2nd Question:

Is it desirable to introduce into the penal legislation provisions giving the court the power to interdict persons sentenced for offences in connection with their occupation from continuing such occupation?

How could such interdiction be applied?

In what manner could the effectiveness of the interdiction be assured?

### Resolution:

1. In the event of connection between the crime or misdemeanor and the profession or calling followed by the offender, the tribunal taking cognizance of the case might disqualify the offender from exercising his profession.
2. The conditions for this professional disqualification are:
  - (a) that the culpable act must have been committed in abuse of the profession or calling, or constitute a serious violation of the duties imposed by the profession or calling;
  - (b) that it is a question of a culpable act of a certain gravity;
  - (c) that the professional disqualification is necessary to protect the community from fresh dangers.
3. For the condemned, the disqualification entails as a consequence that it is impossible for him to exercise his profession or calling, either himself or by the agency of another; or to have it exercised by a person acting under his orders.
4. The professional disqualification is temporary; it ought to be for a maximum of five years.
5. Juristically speaking, the professional disqualification is a measure of security.
6. In order to ensure the application of the professional disqualification, a special misdemeanor must be created, rendering the person disqualified who commits a breach of the disqualification liable to imprisonment, detention or fine. Furthermore, arrangements must be made so that the police can supervise the strict observance of the disqualification.

### 3rd Question:

Is it desirable to create "homes" for those who are released?

If so, how could they be organized, what classes of released persons should be allowed therein?

What is the situation in the different countries?

### Resolution:

The care of discharged prisoners is necessary for their rehabilitation.

Such care must be realized by the provisions of work. Primarily, it will be necessary to place discharged prisoners in vacant jobs involving labour of some common character.

As far as that does not appear possible, provisions are to be made to place discharged prisoners, who appear capable of improvement and willing to work, in working colonies or in homes provided as a shelter for casual paupers of all kinds.

Particular conditions prevailing, especially in cases where appropriate mixed homes are not available in sufficient numbers, or in cases involving discharged prisoners of some special kind, whose admittance into mixed homes appears inexpedient either in their own interests or in those of the inmates of such home, it may appear advisable to provide special homes for discharged prisoners.

In any case, no fundamental objections exist against further experiments with special homes for discharged prisoners.

## Section IV—Youth

### 1st Question:

Is it desirable to have juvenile courts granted the power to decide as to the appropriate measures to be taken, not only with respect to unruly children and adolescents, but also with respect to children and adolescents morally in danger?

Must these courts also decide upon the loss of parental authority in the cases of unworthy parents?

### Resolution:

It is desirable to give to the juvenile courts the power to decide on the measures to be taken as well as in respect of minors in moral danger as in respect of delinquent and erring minors.

Special welfare organizations should work in close cooperation everywhere in every country with the juvenile courts.

It is desirable to confer on these the power to remove minors from paternal or other authority.

### 2nd Question:

In what manner, in the organization of preventive detention of minors, can we reconcile the requirements of procedure with concern for the moral protection of the minor against the dangers of detention?

### Resolution:

1. The detention of minors pending trial ought to be avoided unless it is necessary for the purpose of the inquiry.
- In so far as there is no serious objection the child should be entrusted to the guardianship of its parents or of its guardian.
2. If deprivation of liberty is inevitable, the minor should be detained in an official or private institution specially intended for the protection and education of juvenile offenders or waifs.
3. This institution ought to be provided with the equipment, apparatus and staff necessary for undertaking the physical, social and mental examination of the minor.
4. During the stay of the juvenile in this institution he ought to feel that it is a home, and a school or a workshop.
5. In districts where such institutions do not exist steps ought to be taken to ensure the transfer of minors to centers with better facilities.
6. Only in default of appropriate institutions and of the possibility of transfer, the question of imprisonment should be considered. In this case special places ought to be provided ensuring the complete separation from the sentenced juveniles and the adults and the attenuation of the other inconveniences inherent in isolation, amongst other by occupation.

*3rd Question:*

What is the best way of organizing moral and material assistance to children and adolescents placed in schools or other institutions by order of a court, upon their release, and by whom and how must such assistance be rendered?

*Resolution:*

1. The after-care can best be achieved by the cooperation of official and voluntary effort. It should be prepared during the period of treatment of the children and youths.
2. Where possible, officials of the institutions themselves should undertake the after-care; where this is not possible, there should be a special official organization, or other existing organization for the welfare of children, making use of the services of voluntary workers.
3. A period of license is essential; it would be advisable to have the possibility of trial periods of partial discharge with return to the institution if necessary. The period of license should be terminable at any time.
4. The after-care worker should be a "helper" rather than a "surveillant"; he should act, not wait to be consulted. In particular he should personally inspect the conditions of living and working of his proteges. He should have at his disposal funds for giving temporary assistance.
5. Utilization should as far as possible be made of the ordinary agencies of social welfare.

The American delegates divided themselves into groups to cover all four sections, which usually met simultaneously. Owing to the fact that Mr. Bates was president of Section 2, which had before it three of the most important and controversial questions on the agenda, he was unable to attend any of the other sessions. At all times the large majority of the delegates attended the meetings of Section 2—prison administration.

From the first, however, it was apparent that extraordinary interest was to be taken in the first question under Section 2, Have the attempts to "humanize" prison systems, that is, to educate prisoners and reward good behavior with privileges, have they had a good effect? It was quite evident to those interested in prison matters that this question was the most germane of any on the agenda. Section 1 dealt with questions of penal law, Section 3 with questions of prevention and Section 4 with matters affecting children. To those interested largely in prisons and reformatories, therefore, it was the questions which came before Section 2 which held vital interest.

The answer to the question above propounded would be a test of the confidence which the various countries had in the newer penological principles.

A reporter-general, who had read and digested all the papers prepared for discussion, submitted the following in the way of his conclusions:

1. The interests of the community must be given first place in the criminal law.
2. In the interests of the community the following are of great importance: punishment which aims at general prevention as well as special preventive measures as exemplified by penal educative work.

3. The general application—within reason—of humanization, privileges and the serving of sentences in stages may have a tranquilizing effect on the course of the punishment, but has nothing to do with the education of the prisoner.

4. Penitentiary education for all the prisoners is not a suitable principle for punishment.

Penitentiary education applied only to a limited number of prisoners selected for this purpose is an extremely useful institution.

5. The selection for this purpose should be undertaken according to scientific and practical principles based on the need of education and the educatibility.

6. It is not at all necessary that penitentiary education, should lack a penal character, but it is necessary to apply freely as much humanization and as many privileges as may serve the purpose of education under a progressive regime. Punishment pure and simple should be accompanied by penitentiary education pure and simple.

7. A specialization of the penitentiary institutions is necessary for carrying out penitentiary education.

The debate centered on whether the above resolution was a proper answer to the question propounded. Some delegates felt that the reporter's conclusions were not definite and the English Commissioner of Prisons, Mr. Alexander Paterson, expressed himself as believing that the question did not call for any evaluation of punishment as such and that a much simpler resolution answering the question in the affirmative would be the thing to adopt.

As soon as the resolution on prison labor had been adopted (over which there was little difficulty of opinion and on which all nations had little difficulty in agreeing) the debate opened on the first question and continued through most of Tuesday and part of the next day. The room in which the hearings were held was filled with people and during most of the time the delegates were forced to stand owing to lack of seats. There were some delegates who felt that while divergent views had been expressed it was possible that a resolution could be so phrased that all could agree upon it.

Mr. Bates believes that education in its broadest sense should be included as *part of the punishment* of all prisoners, not as an indulgence or as in any way a diminution of the punishment, but as a part of it. With proper discipline in any institution punishment can be made instructive and constructive without in any way detracting from its punitive and salutary effect. He felt that if the resolution recognized this point, if it insisted that with wise administration and proper discipline educative efforts were undertaken as part of the punishment, they could be said to be justified.

A committee was therefore appointed and charged with the task of attempting to bring out a resolution on which all could agree. In addition to the president of the section, Dr. Castorakis of Greece and Count Gleispach of Germany, vice-presidents of the section, there was on the committee Herr Schaefer of the Reichministry of Justice; Mr. Paterson of England; the reporter, Judge Müller of Amsterdam, and Mr. Novelli of Italy.

After several protracted sessions this committee agreed upon the following resolution as a substitute for the one recommended by the reporter.

1. The interest of the community must be given first consideration in the criminal law and the execution of penalties.

2. The execution of penalties must not be confined to the imposition of punishment, but must also provide for the education and betterment of the prisoners.

3. The methods applied in the execution of penalties with a view to education and betterment, are calculated to bring about the desired effects, if they are applied with reason, without exaggeration and with due regard to the individuality of the prisoners.

Mr. Paterson of England reserved the right to strike out Section 2 of the compromise resolution. He expressed himself as of the belief that the resolution should not discuss the question of the imposition of punishment. Other delegates found difficulty in reconciling the agreement of the German delegates to favor the compromise resolution and the opinions of the Nazi statesmen above quoted. Some of the American delegates found themselves in a quandary because they did not agree with the straight-forward pronouncements of the Reich ministers and yet they found nothing in the language of the compromise resolution to which they could not subscribe.

Immediately after Mr. Paterson moved the elimination of Section 2, a Belgian delegate moved a substitute resolution of his own which in somewhat different form gave approval to the methods of improvement and education with respect to all prisoners. The question then came as to whether the Congress should go on record as in favor of education for all prisoners or take the modified stand which Reichminister Gürtner advocated:

There is no need to emphasize that this severity has nothing to do with suffering some people might consider appropriate to inflict on the prisoners. The severity that I mean is to have to do with order, subordination and obedience; but it is to be accompanied throughout by a humanity which grants the prisoners all their vital needs, in so far as this is compatible with imprisonment, and which wishes to care for them and help them to find their way back to the national community and to the right attitude towards it. This is also the starting-point of the educational work which the German system of the serving of sentences by no means rejects, but which, in contrast to earlier times, it no longer regards as its predominant task. It is certain that there are educational tasks to be fulfilled, especially in the case of the serving of sentences by young prisoners still capable of being trained.

The question was put on the substitution of the Belgian amendment—30 people voted "yes" and 108 voted "no." The demand was immediately made that a roll vote by countries be taken and this demand was submitted in proper form, Article 17 of the By-Laws of the International Penal and Penitentiary Congress states, "The votes shall be taken by country and arranged in alphabetic order. . . ." No precedent had ever been established as to what this By-Law meant. An appeal was taken from the rising vote, whereupon, the roll was called and each delegate whose name had been registered was called under the suitable country, 53 persons voting "yes," 173 voting "no." Ten countries voted "yes," nine voted "no."

The question was thus squarely presented and there seemed to be

no escape but for us to decide what By-Law 17 meant. After some delay and an unsuccessful attempt to postpone further consideration of the question until an interpretation of the By-Law could be had Mr. Bates, as president of the section, ruled that the vote by countries should prevail and announced that the Belgian resolution had been substituted for the compromise agreed to by the committee.

It was thereupon moved that the matter be reported to the General Assembly of the Congress with a statement that the popular vote was in one direction and the vote by countries was contrary.

At the General Assembly on the last morning the president in a diplomatic vein announced that there had been a deadlock in Section 2 on the first question, that the debate had been extremely valuable and that, after all, an agreement on a resolution could not add much to the situation, that it appeared to be impossible to have a unanimous agreement on any form of the resolution and therefore with the consent of the assembly this question would be referred to the next meeting of the Congress five years hence.

The debate had the additional value of precipitating the ruling that vote by countries should prevail rather than vote by individuals. It is obvious that were the ruling to be otherwise than as Mr. Bates gave it the host country would always have a tremendous advantage if they choose to exercise it.

A careful reading of the resolution on sterilization will, it seems to me, indicate that it is not an unequivocal endorsement of any policy but expresses its opinion that it should be modified and safeguarded. There were those delegates who felt that the resolution should not be passed, or at least it should be limited to the last paragraph of the resolution:

The national legislations will have to guarantee, from all points of view, that compulsory castration and sterilization is undertaken with the greatest precaution only, and in proper proceedings which provide for a thorough investigation of the case by a gremium of jurists and medical men.

The American representatives felt that there was nothing mandatory about the resolution and it was therefore not opposed by them. They did not believe that its language justified the claim made by some of the countries that the matter was finally and dogmatically disposed of. The interest of the German and Central European delegates, however, was intense and the speeches in support of it were vigorously delivered and enthusiastically applauded. The resolution was adopted by acclamation and no division was taken in the vote.

It is always somewhat difficult to measure the value of an international congress such as the one held in Berlin. There are the language difficulties which are very real to Americans. There is always a kind of international politics played at these meetings which is rather difficult for an American to understand. There is the very real difficulty of expressing the same idea in three different languages and there is also a fundamental difference in the basic civilizations, traditions and practices of the various countries. There

were times when it seemed as though it was rather useless to attempt to bring out a resolution on which all countries could agree and concessions were frequently made which entirely destroyed the force of the resolution as statements of advanced penal policies. The principal value, it seems to me, is not in the resolutions that are passed but in the opportunity which is afforded to visit foreign institutions, to meet and talk with representatives of foreign nations and in an intangible way to realize that the problem of what to do with the prisoner is a world wide one.

## DIGEST OF INDETERMINATE SENTENCE AND PAROLE LAWS

The annual report of the Prison Association of New York for the year 1927 contains a comprehensive digest of parole laws. This digest was listed by states and brought up to date a similar digest published in 1921. In consideration of the vast and encouraging increase of public attention to parole problems we are now presenting a more detailed compilation of material concerning parole and, in turn, bringing to date the digest of nine years ago.

Most of the material for this compilation was collected through the means of a questionnaire. The utility of expecting complete returns from any questionnaire has, of course, been fully realized, but lack of facilities has precluded extensive personal visitation. In several instances, however, this has been possible, with the remainder of the information being obtained through considerable research and law library consultation.

The many arguments for uniformity of general parole procedure have been vividly substantiated by the variety of statements and comments submitted. Public opinion is often to the effect that present parole laws and methods are unintelligent and unscientific, and examination of the varied statutes lends considerable weight to this feeling. The lack of uniformity within, as well as between, the states has been indicated by this compilation of material. Different institutional officials of the same state have, in several instances, even been unable to agree upon the factual data concerning their state.

One of the glaring defects of the entire parole situation today is that of an inadequate personnel. The reader will observe that the vast majority of states do not have a sufficient staff with which to maintain a well-balanced parole system. This fact can be further emphasized through consultation of the following table, based on replies received from 133 different institutions (including prisons, reformatories and juvenile industrial schools):

42 institutions had no parole officers for a total of 12,182 parolees.
36 institutions had one parole officer each or a total of 36 officers for 8,666 parolees.
14 institutions had two parole officers each or a total of 28 officers for 2,407 parolees.
10 institutions had three parole officers each or a total of 30 officers for 3,593 parolees.
5 institutions had four parole officers each or a total of 20 officers for 6,881 parolees.
4 institutions had five parole officers each or a total of 20 officers for 1,112 parolees.
2 institutions had six parole officers each or a total of 12 officers for 1,840 parolees.
4 institutions had seven parole officers each or a total of 28 officers for 3,952 parolees.
1 institution had eight parole officers or a total of 8 officers for 222 parolees.
1 institution had nine parole officers or a total of 9 officers for 6,148 parolees.

Analyzing these findings it is revealed that 191 parole officers supervise 46,613 parolees, or that on the average each officer has a case load of slightly over 244 persons. In addition to the above table 14 institutions signified that they had 10 or more parole officers each for a total of 14,006 parolees. On the basis of this



study it is concluded that the above findings are quite conservative, and that if anything, the situation is more startling than as revealed here.

Probably the first of several of the important and basic steps toward the creation of better parole understanding is the stressing of the value of good parole procedure and administration, yet on the basis of this study we can readily conclude that not more than six or seven states and the Federal government have what can be termed suitable and scientific parole methods. The important elements contributing to intelligent and well-planned administration, such as modern investigative and social case methods, supervision based on experience in the handling of human beings, and non-political executive leadership, are noticeably lacking in many of the states.

In some jurisdictions parole is not worthy of the name, and because of this fact isolated, but notorious, cases of parole violation should not be sufficient reason for a general condemnation of the theory of the indeterminate sentence and parole. Before this takes place the critic should analyze the situation at hand. Many states have provided no facilities whatever for the primary function of supervision. One of the greatest values of parole develops from the so-called after-care of paroled prisoners, yet one state, for example, with over 2,500 on parole, maintained no personal supervision over these persons, whatever. In fact the state in question and many other states do not employ one single state paid parole officer. Another large state with nearly 1,000 persons on parole has no parole supervision and neither does it require its parolees to submit even the most meaningless of formal written reports. It is from this type of situation that the conclusion is reached that parole is nothing more than mere terminology in many states. Yet the people are led to believe that there is a parole system in operation.

Interesting reactions will no doubt be caused by the variety of personal comments submitted concerning the parole situation in general. For obvious reasons the authors of these statements have been omitted, and any statements specifically indicated as confidential have been treated as such and omitted. It is assumed that the reader will consider jointly the statement of the laws and the comments *together* with the tabulation appearing at the end of the first section. In this connection it should be emphasized that the column headed "Outstanding Considerations in Determining Fitness for Parole" does *not* include all the aspects that may be considered by parole boards and others invested with the authority to grant parole. It includes only the important and outstanding factors considered in this regard.

Finally, none of the comments printed in this digest are to be construed in any way as being sponsored or endorsed by either the Prison Association of New York or the American Prison Association. Neither will these two associations be held responsible for any inaccuracies submitted in answer to the questionnaire. The material

is simply reprinted in convenient form as received by the Association for the benefit of the public.

It is hoped that a clearer picture of the general situation of parole will result from this survey, and that there will result not only a better public understanding but action tending toward uniformity of parole laws; the provision for an adequate and qualified personnel for the determination of fitness for parole, through scientific, painstaking and intelligent procedure, and, finally, to provide for the important work of supervising and adjusting those on parole.

### Alabama

The laws of the state of Alabama indicate that the release of prisoners on parole is granted by the Governor of the state, on the recommendations of an ex-officio Board of Parole, consisting of the Attorney-General, the State Auditor, and the Secretary of State. The latest report of the Board of Administration (1934) states ". . . no adequate system exists for studying the candidates for parole and little investigation is made of the man's record, mental characteristics, future prospects, etc. The result has been that our parole system has not served its proper purpose."

The power of pardon is also in the hands of the Governor, through recommendations of the board. The indeterminate sentence is operative in this state, with minimum and maximum terms of imprisonment imposed by the courts. Persons who are released on parole are in the legal custody and under the control of the warden, until the expiration of the maximum sentence or until pardoned by the Governor.

The chairman of the Board of Administration of the state in his last report, included a detailed act concerning the general provisions of parole. This new law if enacted by the legislature will give the state of Alabama a more beneficial parole procedure.

### Comments:

"The majority of institutions . . . are greatly in need of a uniform system of parole, a uniform system of supervision of paroled inmates, and a more mutual understanding and co-operation among the heads . . . of the various institutions."

"We have very little real parole supervision. . . . The state has 66 other counties, covering a vast area . . . we keep our contacts in these cases by mail only. . . . We need a state-wide parole service with a sufficient force and an adequate appropriation. . . ."

### Arizona

Section 5223, Revised Code of Arizona, 1928, Rules adopted August 22, 1933, and subject to change at any time without notice by the Board of Pardons and Paroles.

First offenders, as well as repeaters, receive indeterminate sentences, and can be considered by the Parole Board for release only after the expiration of the minimum period of their sentence.

All applications for parole originate either upon the recommendation of the Superintendent of the State Prison or on the direct application of the prisoner. The prisoner, at the end of his minimum sentence, has only a right to request parole or discharge and has no absolute right to discharge until the end of the maximum period minus good conduct time. No parole is granted to any prisoner unless it affirmatively appears that there is a reasonable probability that the applicant for parole will live and remain at liberty without violating the law. After release on parole all prisoners are in the custody of the Parole Board until the expiration of their maximum sentence or until they obtain an absolute discharge. Prisoners on parole may apply for an absolute discharge. A discharge is more than a parole, in that it releases a prisoner from any further imprisonment for the same offense, no matter what his conduct thereafter, but it is less than a pardon, in that it does not restore his right to vote, sit on a jury, etc.

The Governor cannot grant a reprieve, commutation or pardon, unless same has first been recommended by the Board of Pardons and Paroles, and no such recommendations are effective unless approved by the Governor. The power to release upon parole or grant absolute discharge is exclusively vested in the board, and does not require approval of the Governor.

No pardons or commutations are granted to any prisoners who have been twice convicted of a felony unless upon written recommendation of a majority of the judges of the Supreme Court.

Deductions of time for good behavior are made from the maximum term and range from 2 months per year to a total of 42 months for a 10 year term. Prisoners holding certain positions of confidence and trust are allowed double time while so employed, and each day so employed is counted as two days in computing time on their sentences.

#### Arkansas

Chapter 164, Article XIII, paragraph 9648 ff, creates a State Board of Penitentiary Commissioners, composed of three citizens of the state, two of whom are experienced and practical farmers. This commission is appointed by the Governor, with the consent of the Senate, and has as well as parole powers, jurisdiction over the state penitentiary. Paroles are granted by this board at the expiration of the prisoner's minimum term of sentence. All public officers must furnish complete data concerning the crime and personal information, if requested by the commission. Parolees are required to have suitable employment and a home free from criminal influences before being released. Parolees remain under the legal custody of the Board of Commissioners until final discharge is granted. The commission also has the power to revoke any parole. Parolees leaving the state without permission are adjudged fugitives from justice. The law stipulates further, that the Governor must be notified of any violator returned to the penitentiary. In a good many instances the sheriffs of the various counties are required to act as parole

officers, and must report monthly to the commission, on forms furnished by them. This written report must be forwarded to the commission within five days from the date of the sheriff's contact with the parolee. The law also makes it mandatory for the sheriff to keep secret the fact that the person is a parolee, as long as the parolee observes the conditions of his parole. When it appears that the term of parole has been faithfully served, the Board of Penitentiary Commissioners, with the approval of the Governor, is empowered to grant final discharges.

#### Comments:

"The paroling of inmates from all state operated institutions should be under the supervision of one central organization, such organization operating under civil service examination."

"... a good parole officer is a good way to keep down the sarcasm of the enforcement branch of government, but that is something we can only ask for... we noticed a considerable falling off of the population when the C.C.C. camps first started, in spite of the depression. Now the depression and the rules of re-enlistment in the C.C.C. have provided us with more of a population than we know what to do with. With just a certain amount of money in sight, and the difficulties of getting a supplemental appropriation from the legislature fresh in our minds, we will do just what we can do when our population gets overcrowded, i.e., work some of them out by way of the parole route whenever possible."

#### California

The Board of Prison Terms and Paroles was created by virtue of the statutes of the state of California, approved by the Governor, May 29, 1931, and in effect August 14, 1931. This board has the power to fix and determine and redetermine the length of time persons sentenced to be imprisoned in a state prison shall be imprisoned and to allow, suspend, revoke, forfeit, and again allow prisoners to be released on parole. All of the powers and duties of the former State Board of Prison Directors regarding the paroling of prisoners are now invested in the Board of Prison Terms and Paroles.

The Indeterminate Sentence Act (incorporated in the Penal Code of the state of California, section 1168) provides that every prisoner convicted of a public offense, for which imprisonment in any reformatory or state prison as now prescribed by law shall, unless such convicted person be placed on probation, a new trial granted, or the imposing of sentence suspended, be sentenced to be imprisoned in a state prison, but the court imposing these sentences shall not fix the term or duration of the period of imprisonment. The period of imprisonment in a state reformatory or state prison is not to exceed the maximum or to be less than the minimum term of imprisonment provided by law for the public offense of which such person was convicted.

No prisoner may be paroled in any case until he has served the minimum term of imprisonment provided by law for the offense of which he was convicted, except in cases of parole not otherwise specifically provided for. A repeater is not eligible for parole until

a period of two calendar years has been served, and no prisoner who has had imposed upon him two or more cumulative sentences shall be paroled until he has served at least two years of the aggregate time of such sentences. Life termers have the right to apply for parole after serving a term of seven calendar years.

While on parole the prisoner remains in the legal custody and under control of the Board of Prison Terms and Paroles, who make and enforce the rules of parole. Any prisoner leaving the state without permission of the board is held as an escaped prisoner and arrested as such. The board has full power to reimprison a parolee at any time prior to final discharge at expiration of the maximum sentence. The Governor has like power to cancel and revoke the parole of any prisoner.

#### Comments:

"As far as juvenile institutions are concerned, the parole is a real test of what our institution has done for the inmate, and also the inmate's final record indicates the value of the services rendered him by the parole supervisor. In general, I believe there are many persons making fine citizens, who are on parole from institutions. Unfortunately public opinion is largely based on outstanding failures on parole, which the press has heralded as examples of all parolees. All parole boards should be as free from politics as possible, and be composed of conscientious persons who are aware of their responsibilities."

"Parole work needs to be standardized. There is undoubtedly a need for setting up reciprocity agreements between states. There should also be a more definite effort made on the part of institutions, to prepare men for release on parole. . . . the public must be informed that parole is not merely a plan for granting leniency, but is a definite form for treatment and supervision intended to aid men in rehabilitating themselves into useful citizens."

"The parole systems in many of the states have made great progress in this work, which has now become a social science, rather than a perfunctory prison gesture to relieve overcrowded and congested conditions."

#### Colorado

Section 7158 of the laws of the state of Colorado, indicates that the Governor has the authority, under such rules and regulations as he may prescribe, to issue a parole or permit to go at large to any convict who now is or hereafter may be imprisoned, other than for a life sentence, who has completed the minimum term as prescribed by the court. If the court has not specified a minimum term, the Governor may parole at the expiration of the minimum term provided by law for the crime. Any convict who shall make an assault with a deadly weapon, upon any officer, employee, or other convicts of the prison, shall not be eligible for parole.

The prisoner who is returned for violation of parole shall not be given credit on his maximum sentence for the period of time at which he was at liberty, and during which time he violated his parole.

The paroling of a prisoner is not construed as a discharge, but simply as a permit to go outside the enclosure of the penitentiary.

The prisoner must regard himself as still serving his sentence, and a reduction of time, not to exceed 10 days per calendar month is made, providing he behaves satisfactorily. This reduction of time earned for good behavior is credited against the maximum sentence.

On sentence to the state penitentiary otherwise than for life, the court imposes a minimum and a maximum term for which a convict may be held in confinement. The maximum term is not longer than the longest term fixed by law for the punishment of the offense of which a prisoner is convicted, and the minimum term is not less than the shortest term fixed by law as punishment for the offense of which a prisoner is convicted.

#### Comments:

"Our rules are very flexible. Our parole officer visits the parolees as a friend, instead of as an officer. We could do considerably more for our parolees if we could spend a little more money on them to keep them out of prison instead of spending it to return them, after they have violated their paroles."

"We are very much satisfied with the system in this state relative to parolees. During the last legislature, a law was enacted changing the amount of time allowed for good behavior. However, this law leaves it to the discretion of the warden, as to just how much good time shall be allowed."

#### Connecticut

The laws of the state of Connecticut indicate that any prisoner sentenced to the state prison other than for life or with a sentence of execution for a capital offense, shall be sentenced for a maximum and minimum period. The maximum term is not to be longer than the maximum term prescribed by law for the offense committed, and the minimum term is not to be less than one year. The law indicates further, that any prisoner who has twice before been convicted, sentenced and imprisoned in a state prison or penitentiary, is to receive a maximum sentence of three years. The law also provides, that for persons sentenced to the state prison for two or more separate offenses, where the second or further terms are to be served at the expiration of the first and each succeeding term of sentence, the court imposing the sentence shall set no minimum term of imprisonment except under the first sentence. In other words, the several maximum terms are to be construed as one continuous term of imprisonment. Any prisoner confined in a state prison under an indeterminate sentence becomes eligible for parole at the discretion of the majority of the Board of Directors of the prison and the warden, acting as a Board of Parole, at the expiration of his minimum term. Any parolee who is returned to prison for violation of parole may be confined for a period equal to the unexpired term of his sentence, on the day of the request or order for his return, or may again be paroled by the Board of Parole. If it appears to the Board of Parole that any parolee will continue to live an orderly life, then the board by an unanimous vote may declare the parolee discharged from further supervision.

For the Reformatory at Cheshire. (Section 1821 ff, chapter 94—Laws of the State of Connecticut.) The law provides that the Board of Directors (five in number appointed by the Governor with the consent of the Senate) shall among other duties, act as a Board of Parole for this institution. Any inmate to the reformatory may be paroled at the discretion of the majority of the Board of Directors and the superintendent. While upon parole, a parolee is to remain in the legal custody and under the control of the board, and may at any time be taken back to the institution for any reason that shall seem sufficient to the board. Any parolee so returned for violation of his parole may be confined for a period equal to the unexpired portion of the term of his sentence at the day of his release on parole, or he may again be paroled by the board. The parolee can be discharged from supervision under conditions identical with those mentioned above concerning the state prison. Because of the wide latitude allowed by the law, the Parole Board of the reformatory has formulated a schedule, with the assistance of the judiciary, and the following rules have been adopted:

- a. For a sentence under which an individual may be held two years, he is eligible for parole in one year.
- b. For a sentence under which an individual may be held for more than five years, he is eligible for parole in two years.
- c. For a sentence under which an individual may be held more than ten years, he is eligible for parole at the end of three years.
- d. For a sentence of more than ten years, an individual is eligible for consideration at the end of four years.

The above regulations are affected by various periods of time earned for good behavior. This time off varies from one month to six months, depending upon the length of sentence.

- e. In consideration of parole, the board consults an inmate's record of conduct, history, career, and character, but will not be governed by outside influence.
- f. No inmate, able to work, will be paroled until suitable employment has been guaranteed by responsible parties.
- g. Each parolee is required to submit to the superintendent a monthly report.

For the Connecticut School for Boys, a law (section 1852, chapter 94—part 2, General Statutes of Connecticut) provides that a Board of Trustees shall act as a Board of Parole. Parole is granted in virtually the same manner as that indicated above, under the Connecticut Reformatory. Section 1853 provides, that an agent shall act for the Board of Trustees as a supervisor under their direction.

#### Comments:

"The whole trouble with parole is the attempt to do the job without sufficient staff and funds. No parole officer should carry a case load larger than fifty, if the system is to be given a fair test. The number of violators returned is not necessarily a criterion of poor parole work, it is often an indication of the very best kind of supervision."

"Our only difficulty is lack of man power, case loads are very heavy."

#### Delaware

The laws of the state of Delaware (chapter 220—3608 L, section 12 L of the laws of Delaware) stipulate that a Board of Parole is to be composed of three persons appointed by the judges of the Supreme Court of the state of Delaware, for terms of three years. The terms of service overlap making for continuity within the board. It meets once monthly, for at least ten months of the year at the New Castle County Workhouse, and at such other times and places as its members may decide.

The Board of Parole establishes and publishes the rules of procedure for an effective enforcement of the provisions of the act authorizing parole. The law provides that every person sentenced for life may be released on parole after serving fifteen years of a sentence, and that every prisoner who was sentenced to serve for one year or longer, for any offense (except for rape, incest or sodomy, or the possession, use, or sale of morphine, opium, cocaine, chloral-hydrate, or any of their compounds) may be released on parole after serving one-half of the entire term of sentence. At that time the case is brought before the Board of Parole. Granting of parole is, however, not mandatory at that time.

The person on parole is still in the legal custody of the trustees of the New Castle County Workhouse or the sheriffs of Kent or Sussex counties, as the case may be, and are subject to the conditions of release granted by the Board of Parole. The terms of every release on parole include personal reports to the board and the adequate supervision of the prisoner by an officer of the board. The board requires continued good conduct and associations satisfactory to them.

No parolee is allowed to go beyond the boundaries of the state without the written permission of the board. A prisoner who has violated parole may be considered for release by the Board of Parole upon the next meeting of the board, following his return to one of the institutions. If at this time his parole is revoked, he may again be considered for release after serving a three months period, but a prisoner who has twice violated parole, shall be required to serve the balance of his sentence. Any prisoner who violates the conditions of parole within a term for which he has been sentenced, is guilty of a misdemeanor and upon conviction may be imprisoned for a period not exceeding one year, in addition to the unexpired portion of the original sentence.

Concerning the Delaware Industrial School for Girls, the law allows the Board of Managers to administer parole. The Board of Managers generally require parolees to be in good health, to

maintain passing grades in training and education, commensurate with the individual's ability, and that she be definitely trained to do something sufficiently well to be self-supporting. The board also requires the social worker on the staff of the school to visit parolees at frequent intervals. Upon reaching the age of twenty-one, the period of parole automatically ceases. Many of the girls with an I. Q. under sixty may be sterilized under the existing sterilization laws of the state.

#### District of Columbia

The institutions of the District of Columbia consist of a reformatory, workhouse and jail, and the operation of parole is administered by the Board of Indeterminate Sentence and Parole. An inmate becomes eligible for parole after serving one-fifth of a definite sentence, or the minimum term of an indeterminate sentence. The law providing for indeterminate sentences was passed July 29, 1932.

The National Training School for Boys is located in Washington, D. C. The Parole Department is an integral part of the institution, and as such is under the general supervision of the superintendent of the school. Boys paroled to the District of Columbia are directly under the superintendent's control and under the supervision of the parole officer. Boys paroled to the various states are done so after parole is formally granted by the Board of Trustees of the school and the U. S. Board of Parole. Boys having a sentence of two and one-half years or more, must serve at least nineteen months before becoming eligible for parole, and boys having a two years' sentence or less earn a certain number of days as good time allowance, thereby varying the date of eligibility. Much then depends upon the boy's behavior and good record.

#### Comments:

"The parole system is the victim of unfair and greatly exaggerated notoriety. It is an absolute part of our penal and law enforcement system. Parole successes are not given publicity, but a few mistakes are. The system should be improved by additional funds and especially trained parole executives and supervisors. A conditional release or parole in proper cases and supervision gives the best prospect for rehabilitation. In a word, improve the system rather than condemn it."

"I feel that the Federal parole system is the best in the country. It appears to me that politics interfere with the parole systems of a great many of our states. Too many recidivists are being placed on parole; in other words, the parole law in many of the states is being abused. Too many 'Dillingers' are being paroled, notwithstanding the fact that they have criminal records. Our parole law of the District of Columbia is not satisfactory and a bill has been introduced in Congress to repeal it."

#### Florida

The state of Florida has no indeterminate sentence law and no parole board. However, there is an Advisory Board of Pardons under the chairmanship of the Governor, composed of the Comptrol-

ler, Secretary of State, Attorney-General, and the Commissioner of Agriculture. The board meets twice yearly in the State Capitol. There is no definite portion of a sentence required to be served before becoming eligible for parole. However, the practice has been that one third of a sentence be served. There are no parole officers in the state and parole is virtually entirely under the hands of the Governor.

As concerns the Florida Industrial Schools, one for boys and one for girls, the power of parole is in the hands of the Board of Commissioners of State Institutions. Again the Governor grants paroles upon the request and recommendations of the superintendents. Approximately one year must be served by inmates of these schools before being eligible for consideration.

#### Comments:

"Parole system greatly misunderstood by the public and number of parole violators greatly exaggerated in the public's mind."

"We are suffering from what amounts to a total lack of parole facilities and advantages. Only six counties out of the sixty-seven in the state have organized juvenile systems. In general, without making any reference to any particular case, I would say that there is too much leniency in the way of paroles and pardons in the country today. A more strict supervision in this respect will greatly aid in the suppression of crime. As long as political ambitions and aims are as powerful as they are, it will always be difficult, if not impossible, to control pardons and paroles as they should be."

#### Georgia

An act approved by the General Assembly of Georgia, September 9, 1908, provides that a Prison Commission is to have full power to establish rules and regulations concerning parole. No paroles are granted until the minimum sentence fixed by law, as punishment for the crime for which the prisoner has been convicted, has been served. No paroles are granted under the provision of this act to anyone serving a life sentence for treason, arson, rape, or assault with intent to rape. The law also provides that prisoners serving a life sentence for other crimes are not to be granted paroles until at least ten full years have been served. The law stipulates that no paroles are to be granted until the commission has satisfactory evidence that a prospective parolee is to receive employment, and is to return to a good home. All paroles are granted by the Governor of the state upon recommendation of the Prison Commission. This commission is also empowered to issue orders for the arrest of any parolees who may have violated the conditions of their release. Upon return to the institution of the parole violator, the time to be served for this violation is set by the Prison Commission. According to the law, the commission is required to keep in contact with parolees. Under the rules adopted by the Prison Commission, second offenders are placed in Class B, and third offenders are placed in another class and are required to serve their maximum sentence.

*Comments:*

"There are no parole officers with the exception of the members of the Prison Commission."

"The difficulty attending the operation of parole is that we have no parole officers, or after care, except by correspondence and the help of interested individuals and organizations."

"We have no funds for parole work; about \$25 for postage being the only amount for this purpose (in this institution). Parole properly used is a great help to any institution."

**Idaho**

The Idaho State Board of Pardons was created by Article IV, section 7, of the Constitution of Idaho. Its powers and duties are prescribed therein, and in chapters 38 and 39 of Title 19, Idaho Code Annotated, 1932. In addition, under pursuance of section 19—3811 Idaho Code Annotated, the board has adopted certain procedural regulations. The membership of the board is composed of the Governor, the Secretary of State, and the Attorney-General. The board, or the majority thereof, has the power to grant commutations or pardons either absolute or conditional. Persons convicted of the offenses of treason or conviction on impeachment are not eligible for consideration by the board. No commutational pardons are granted by the board, unless notice of the time and place of the hearing has been published in a newspaper of general circulation, at least once a week for four weeks. It is the duty of the Governor to report to the Legislature at each regular session, each case of remission of fine or forfeiture, reprieve, commutation, or pardon, granted since the last previous report. In this statement, the Governor must give the name of the convict, the crime of which he was convicted, the sentence and its date, the date of commutation, pardon, or reprieve, with the reasons for granting the same and the objections thereto if any, of any member of the Board of Pardons.

The Board of Pardons meets at the Capitol four times each year. Applications for pardons and commutations must be written in considerable detail. The Board of Pardons is empowered (section 19—3812 and 19—3908) to issue paroles subject to such regulations as it may adopt, except that paroles are denied to persons sentenced for life, to persons serving a second term for felony, and to persons who have not served the minimum term for which they were sentenced. The Board of Pardons is also empowered to revoke paroles at any time they deem necessary. Section 19—3816 of the state law, specifically stipulates that no prisoner may be paroled except upon the recommendation of a warden. The Board of Pardons meets as a Parole Board four times each year.

*Comments:*

The main disadvantage attending the operation of parole is, "that inmates may apply for pardon before the expiration of the minimum sentence, but must have served the minimum before being eligible for parole. Therefore, they are generally pardoned rather than paroled."

"Too long a time in an institution ruins the disposition and prevents the normal development of a child."

**Illinois**

Chapter 38, paragraph 801, of the statutes of the state of Illinois, stipulates that it is the duty of the Department of Public Welfare to establish rules and regulations of parole. Before becoming eligible for parole prisoners must serve their minimum term, less the time allowed for good behavior. Parolees remain under the legal custody of the Department of Public Welfare which department also has the power to revoke any parole. Parolees leaving the state without permission are considered fugitives from justice. All persons serving a definite sentence are eligible for parole at the discretion of the Department of Public Welfare. Parolees must report for at least a six months period, at which time the department may recommend a final discharge by the Governor. Such action on the part of the Governor is equal to a commutation of sentence which automatically acts as the termination of a parole period.

Chapter 24A, paragraph 5, creates a Board of Parole with a full-time Supervisor of Paroles. The board has the power to parole, but the supervisory power remains with the Department of Public Welfare. No paroles are granted except on the majority vote of the board. Persons sentenced to a life term are eligible for parole at the end of twenty years.

*Comments:*

The advantages of parole in this state are, "that the system covers the whole state, thereby reducing per capita cost of supervision, and the widespread system enables us to secure through parole agencies, social histories from counties which never supplied them through the courts."

One of the disadvantages is, "that the system supervises both adult and juvenile cases, which seem to be widely divergent. The case load has been too heavy to permit contacts as frequently as desired."

"The parole situation today in the United States is very inadequate and the weaknesses are not the weaknesses of an individual, but the weaknesses of the systems."

**Indiana**

The law governing parole in this state stipulates that prisoners serving indeterminate sentences are eligible to appear before the board at the first meeting after expiration of their minimum sentence, provided they have remained in the first grade for six months prior to this time. The law creating the Board of Parole prohibits it from receiving or considering petitions urging the release of any prisoner on parole, nor will the board permit an attorney, friends or relatives to appear before it in behalf of any prisoner. Paroled prisoners are in the legal custody and under the control of the warden and state agent until the expiration of the minimum term, unless sooner discharged. Any parolee disregarding his obligations, is recorded as an escaped prisoner and all possible means are employed to secure his return to prison.

Felons between the ages of sixteen and thirty are sentenced to the Indiana Reformatory, except for the crimes of treason or murder in the first and second degrees. The sentence is of an indeterminate

nature, and the prisoner is in the custody of the Board of Managers of the Reformatory, for a term not less than the minimum time prescribed by the statutes of the state, as punishment for the offense for which the defendant was convicted, and not more than the maximum time prescribed by law.

For any person thirty years of age or over having been convicted of a felony, except treason and murder in the first degree, the court is to pronounce upon him an indeterminate sentence, stating in such sentence the minimum and maximum limits thereof, as prescribed by the statutes covering such offenses.

#### Comments:

"Seventy-five per cent of those released before expiration of their maximum term, have become law-abiding citizens. The state has been relieved of the expense of their confinement, and they and their families have been benefited. Parole agreement for reciprocity in supervision between the several states is an advance step in the protection of citizens, and is conducive to the betterment of parolees."

"I regard the parole system as of exceptional benefit to all delinquents who realize their predicament and who are willing to go out and make good. One of the serious indictments against our parole system is the lack of judgment of many boards by releasing a confirmed criminal who has had opportunity after opportunity to make good and has failed time after time. However, in my judgment, the system of parole is sound and humane and should be continued, but let those vested with that power be practical in enforcing the intent and purpose of the law by denying clemency to those who are not fitted for it."

"We have been handicapped by a lack of trained personnel but, with the co-operation of the Department of Research which has recently been organized, we think that our parole department will be decidedly improved. We also think that our 'returns' will be greatly reduced by this addition. We also believe that another thing which will reduce the number of our parole violators will be a decided change in our institution program. We have changed from a system of 'mass' treatment to 'individualized' treatment."

"I feel that our present parole system is successful and we secure very good co-operation from law enforcement bodies throughout the state. Our greatest difficulty is finding suitable employment for men to be released."

#### Iowa

Chapter 188, paragraphs 3782 to 3811 creates a Board of Parole appointed by the Governor, consisting of three electors of the state, not more than two of whom are to be members of the same political party. One member of the board must be a practicing attorney at the time of the appointment. Persons not serving life terms, under sentence of death, or inflicted with venereal diseases in communicable stages, are eligible for parole. The Board of Parole also has the power of parole before commitment to penal institutions, providing the sentence is not one of life or death and provided the person has not before been convicted of a felony. For a parole of this type, the recommendations of the trial judge and prosecuting attorney must be obtained. Persons applying for parole must have employment and a home, with a guarantee of six months duration. All parolees remain under the legal custody of the warden and the board. In the case of violators of parole, the time served while on

parole does not count toward the expiration of the sentence. The law further provides that any public officer must furnish any information requested by the board. A parole relief fund of \$1,250 from unappropriated state funds is provided by the law. This fund is controlled by the Board of Parole, but in no case can any parolee receive over \$25 at a time. All such grants made from this fund are considered as loans and must be repaid.

Chapter 654, paragraph 13960 ff, stipulates that any person over sixteen years of age convicted of a felony, except for the crimes of murder and treason, shall be given an indeterminate sentence by the court. The court in such cases does not fix the limit or duration of the sentence, but the term of such imprisonment is not to exceed the maximum term provided by law.

#### Kansas

All penal, charitable and educational institutions of this state are under the control of a central board of administration. This board also acts as a parole board for the industrial schools and the reformatories and for certain cases at the penitentiary. Prisoners serving their minimum sentence are eligible for parole provided they are not third or subsequent offenders. The Governor has the power to parole prisoners convicted of murder and in all other cases on which the board cannot act. The Governor has the power to pardon, parole and issue commutation of sentence in any case, upon condition that the application shall be made to the Governor and public notice made for thirty days before the hearing, in the official newspapers in the county from which the prisoner was sentenced. Prisoners paroled usually serve at least a year under parole supervision. At the end of this period if their behavior is commendable, they are given a conditional pardon until the expiration of their sentence. At this time, they are then given a full unconditional pardon, which pardon restores to them all rights of citizenship.

#### Comments:

"There should be a uniform system established whereby we could have full co-operation from every state, and a law passed whereby it would be a felony for a person on parole to enter another state without registering as such."

#### Kentucky

The laws governing the parole committee of three members, all of whom are in turn members of the State Board of Charities and Corrections, indicate that a person serving a sentence of ten years or less, or sentences aggregating ten years, is eligible for parole when he has served one-half of his sentence. For sentences of over ten years and not more than twenty-one years, he is eligible for parole at the expiration of six years. For sentences of more than twenty-one years, including life, he is eligible for parole at the expiration of eight years. Parole eligibility is calculated upon calendar time. Deduction for good behavior applies to final discharge

only, and is credited at seven days per month for the first year, eight days per month for the second year, and ten days per month for the third and succeeding years.

Under a decision of the State Court of Appeals, a parolee is always considered as such, unless he has been pardoned by the Governor. Therefore every man released on parole since the beginning of the parole system in Kentucky (1885) is still on parole unless he has died or has been pardoned by the Governor. As it is impossible to exercise supervision over all these persons, parolees are kept under supervision for limited periods, usually one year. At that time they are released from supervision, but they are always cautioned to the effect that they are still on parole and subject to return for any infraction of the rules, or a violation of the laws at any time during their lives, unless pardoned by the Governor. No prisoner is entitled to parole as a matter of a right, as release is entirely at the discretion of the Parole Committee.

#### Comments:

"Our parole system, on the whole, seems to me to be about as satisfactory as any in the country, and I believe that our results compare favorably with other states. Because of the crowded conditions existing in our institutions, we have, unfortunately, been compelled at times to use our parole system as an outlet for prisoners for the sole purpose of making room for new commitments. Obviously, this is not the purpose for which the parole system was intended, and possibly the results obtained are not as good as they would be under normal conditions. The combined capacity of our two prisons is but 2,240 and our population on numerous occasions during the past year has exceeded 4,200."

#### Louisiana

The Board of Parole has authority over prisoners receiving either a determinate or indeterminate sentence. Persons receiving an indeterminate sentence are eligible for release on parole at the expiration of the minimum term, or before such expiration. A special law concerns itself with meritorious service rendered by prisoners, such as the saving of a life, prevention of escapes, etc. Persons affected by this law may be released after serving one-fourth of the minimum sentence, providing the minimum is not less than one year. No prisoners serving sentences for arson, treason, or crimes against nature are paroled. Life prisoners may be paroled under supreme court mandamus.

As regards the State Industrial School for Girls, the superintendent writes as follows:

"We do not have a board or commission authorized to grant parole from our Institution. The Juvenile Courts and the District Courts, with the exception of a few judges, have worked very pleasantly with us and I have been allowed to parole at my own discretion. In most of the cases the court worker, at my request, visits the parolees. When at all possible I supervise the parolees. We do not visit them at any particular time but when it is convenient to do so, or when they write or call for assistance, or we

have some report on the girl that makes us know that it is best to contact her immediately. Our parole is not set up as it should be because of the lack of funds.

#### Comments:

"Parole has been very satisfactory; very few return as recidivists; the most trouble we have is non-reporting."

#### Maine

The Board of Parole of the state of Maine is composed of three members. The chairman of the board is by law Commissioner of Health and Welfare, and the other two members are appointed by the Governor from the membership of his Council. The State Indeterminate Sentence Law provides that persons convicted of crimes punishable by imprisonment in the state prison, or in the State School for Boys, are to be given a minimum and a maximum sentence; the minimum of which is not to be less than six months, the maximum penalty is that prescribed by law, wherein the committing judge recommends that, in his judgment, a maximum not exceeding the maximum provided by law would be the proper penalty. The minimum term of imprisonment is not to exceed one-half of the maximum term.

Parolees are required to report monthly to the warden of the institution, and failure to do so will cause the withdrawal of parole. Parolees leaving the state without permission of the board are treated in all respects as an escaped convict.

#### Comments:

"Sympathy too frequently misplaced; terms of training too short, partly because of lack of equipment for constructive service; insufficient supervision of character-building type."

"Have not sufficient personal knowledge to pass judgment, but believe that a wide parole plan honestly and efficiently administered is an asset to the country from any angle."

#### Maryland

The parole system has been operating in the state of Maryland for a period of about twenty-two years. The laws of Maryland of the year 1914, chapter 500, creates a branch of the Executive Department known as an Advisory Board of Parole. Eight years later this act was repealed and re-enacted (Laws of Maryland of 1922, chapter 29), the board being abolished and its functions entrusted to a Parole Commissioner. Parole as it now operates in Maryland is regarded as a substitute for an indeterminate sentence, which has never been adopted in the state. Prisoners ordinarily become eligible for parole after the expiration of one-third of the sentence imposed. A system of conditional release has been in effect for twenty years, but the statutes do not refer to the release as a parole system, nor do they give to the paroling authority the power to grant paroles. The Maryland statutes make use of the Governor's constitutional power to grant pardons, so that the parole actually



emanates from the Governor, in the form of a conditional pardon. Under the present statutes the parole department and its commissioner exercises a purely advisory function. The Governor may act with or without the advice of the Parole Board. The Governor also has the power to revoke a parole. As in other states, a parolee is under the supervision of parole officers, and the Parole Commissioner is authorized to conduct pre-parole and parole investigations.

#### Comments:

"Wide-spread criticisms are based on a misunderstanding of the basic theory of parole. Lack of uniformity of laws in various states and obvious abuse of parole authority."

"The community spirit of helpfulness for the under-privileged girl is lacking."

"It is my feeling that a consistent analysis of an individual's behavior is an appropriate approach to parole. Qualifications in a training course, combined with record previous to commitment, establishes a relatively secure foundation for parole conclusions."

#### Massachusetts

The General Laws of the Commonwealth of Massachusetts, chapter 127, is the authority for the Board of Parole of this state. Prisoners are eligible for parole at the expiration of two-thirds of their minimum term. At least two and a half years must be served before any parole is granted. Parole becomes void when its terms are violated, and the board has the right to declare the parole revoked. The parolee is under the control of the Board of Parole until the expiration of his maximum sentence. The Governor, with the consent of the Executive Council and upon the petition of the prisoner, may grant a pardon subject to various conditions. The Board of Parole acts as an Advisory Board of Pardons.

The court in imposing sentence in the Massachusetts Reformatory does not fix the term thereof, unless it exceeds five years. Persons sentenced accordingly may be held for five years. If committed as a delinquent child he may be held for not more than two years. A first term, who may be held for not more than one year, is eligible to appear before the Board of Parole at the expiration of eight months; one held for not more than two years may appear at the expiration of eleven months; one held for not more than five years may appear at the expiration of fourteen months, from the date of commitment. Second termers in reformatories are not eligible for parole until the expiration of twenty months. Persons committed for over five years have the right to make application for a hearing for parole after expiration of approximately one-half of the sentence.

All parolees are under the jurisdiction of the Board of Parole until the expiration of the maximum sentence, or otherwise discharged. Violators of parole are reconfined on terms of the original sentence. Habitual criminals are paroled at the discretion of the Governor and his Council.

There are special rulings for the state farm and the juvenile institutions.

#### Comments:

"Case load should be limited to not more than fifty. A more extensive use should be made of private facilities, including hospitals, foster homes, settlement houses, clubs, mental hygiene clinics and the like. Political interference with parole is its greatest danger."

"The parole system is fundamentally sound and about the only humane way to handle the young offender. We need more understanding and active co-operation in parole work from the social agencies of the community, and of the citizens themselves. Intelligent co-operation and less careless criticism would help."

"My opinion is that, with the exception of a few states, parole and parole supervision is rather poorly done. I believe parole has come to stay; that it is a very important branch of our penal administration; that it is improving rapidly and in every instance should be administered by qualified, well-trained persons. Like probation, it is practically a probation in itself. Properly administered it is nothing more than social case work; rehabilitation of the inmate and reuniting of families. Parole in this state has been established for a number of years. An advantage is that if we did not have it, we would have to build institutions for probably two thousand more inmates, which would cost the state approximately several million dollars. As to disadvantages, our needs are larger appropriations in order that we may increase the number of parole officers, thereby cutting down the case load of these officers. A well-qualified parole officer should not try to supervise more than seventy-five to one hundred parolees."

"It is difficult to compare statistics from different states because the laws, rules and standards in each state are different. The amount of supervision, the case load, the qualifications of the parole officer, including their honesty and willingness to do a good job, also have a bearing on the kind of supervision given to parolees. I cannot easily conceive of a man sitting in an office, reading a newspaper all day and supervising parolees by mail, practically knowing nothing about the actual parole conditions, having a higher percentage of success than a parole officer with a smaller case load who does a real social service job with his parolees."

#### Michigan

The Laws of the state of Michigan provide for the office of a Commissioner of Pardons and Paroles under the Executive Department of the state. This commissioner is appointed by the Governor and has under his jurisdiction the supervision of parolees. Prisoners sentenced for an indeterminate term are considered for parole at the expiration of the minimum sentence, less time off for good behavior. At this time the commissioner forwards his recommendations to the Governor, whose power it is to grant and terminate all paroles under the indeterminate sentence law. Generally speaking, consideration for parole prior to the expiration of the minimum sentence cannot be granted. If the parolee leaves the state without permission he is considered an escaped convict. No inmate serving his first term is held beyond his minimum sentence without a valid and adequate reason. The prisoner must have a friend and adviser and suitable employment before being paroled. Third and subsequent offenders are not eligible for parole.

#### Comments:

"The parole device is lauded by those who know its purpose and criticized by the uninformed. Yet, no state is progressive enough to provide the means to carry forward an adequate program. The administrators ought to receive the criticism, not the device itself."

"I believe more definite parole supervision is necessary. I also believe that not enough stress has been placed upon training, experience and ability of people who act as parole officers. A higher regard must be placed upon their services and possibly higher compensation. The attitude of the community is not always friendly; the parolees have much to overcome on this account. Some churches and welfare organizations lack cordiality when accepting a parolee who is known to have come from an institution. Often employers are not always fair in their demands, or just in the wages paid. There is not a high enough standard held in the institutions themselves. Parole is often too easy and character is not stressed. The attitude of the community needs changing and the social viewpoint of those dealing with delinquents should be changed if they are to be successful in this work."

#### Minnesota

Section 10766 of "Mason's Statutes, 1927, and supplements thereof," indicates that there is a Board of Parole of three members, whose duty it is to discharge prisoners on parole. All prisoners who are eligible for consideration by the board are considered at the end of ten months following commitment with certain disciplinary provisions making occasional alterations. In all cases of robbery, kidnaping, sex offenses, where the punishment fixed by the statute is in excess of ten years, murder in the third degree and all other cases where by statute the minimum sentence is fixed in excess of one year or where an inmate has had a prior felony conviction within ten years, the Board of Parole under no circumstances will grant a parole at the first interview. When a parolee is not granted under these conditions, the board continues the case for such period of time as it thinks proper, but in no instance in excess of five years. Usually this rehearing is held at the expiration of nine months and in some instances it is delayed as long as eighteen months. Life prisoners are interviewed at the end of ten months at which time their cases are continued for a period prescribed by statute for eligibility for parole. Verbal arguments and petitions before the board are not honored at the time of the parole hearing but written statements are considered. Parole violators are treated as escaped prisoners and usually must serve at least an additional year before they are again eligible for parole. Final discharge from parole is not considered until the end of one year from the date of release from the institution on parole, unless exceptional circumstances exist. All paroled inmates remain in the legal custody of the warden or the superintendent until they receive their final discharge, but while on parole they are under the direction of the Board of Parole and its agents.

#### Comments:

"Supervision of paroled juveniles should be vested in an institution not a parole board."

#### Mississippi

No indeterminate sentence law or parole. The Governor of the state has full power to pardon and parole prisoners.

#### Comments:

"All supervision that we have is done in this state by probation officers and private citizens. We need a better parole system and we are working on such a system to present to the legislature. An advantage of parole is that

it creates a tendency for the prisoners to conduct themselves right, to be in line for parole when the Governor sees fit to consider their cases. A parole system properly administered has a desirable effect as to the discipline of prisoners."

#### Missouri

Prisoners making application for reprieves, commutations, paroles and pardons, do so by petitioning the Governor. Applications coming before the Governor are investigated by the State Prison Board. Before any application is considered, it is required that the applicant or petitioner publish a notice of his intention in a weekly newspaper, published in the county in which he was convicted, for a period of two weeks. The Prison Board has power to parole from the industrial schools for boys and girls. (Excerpt from 1927 Digest of Indeterminate Laws and Parole Rules.)

#### Comments:

"The public should be educated to the fact that parole is not an act of mercy, but that it is to the public's welfare to release an individual under supervision."

"Closer supervision of parolees and corrections of incorrect newspaper publicity are needed."

#### Montana

Section 12264 of the Revised Codes of the State of Montana, stipulate that the Governor may recommend and the State Board of Prison Commissioners may parole any inmate of the state prison, under such reasonable conditions and regulations as may be deemed expedient, and adopted by such state board providing, however:

1. That no convict shall be paroled who has been previously convicted of a felony other than the one for which he is serving sentence, either in this state or elsewhere.

2. That no convict serving a time sentence shall be paroled until he shall have served at least one-half of his full term, not reckoning him his good time, except that any convict serving a time sentence may be paroled after he shall have served, upon his term of sentence, twelve and one-half years.

3. That no convict, serving a life sentence, shall be paroled until he shall have served twenty-five years, less the diminution which would have been allowed for good conduct had his sentence been for twenty-five years, and then only by unanimous consent, in writing, of the members of the board of pardons.

#### Comments:

"The Governor, Secretary of State, and the Attorney-General, act as parole commissioners and are, of course, only able to give part of their time to the consideration of parole. The state does not employ any parole officers. The Parole Board should be composed of at least three members; one member devoting full-time to investigating and then recommending prisoners for parole. These investigations should cover not only the attitude of the prisoner while in prison, but his conduct prior to conviction and conditions to which he would be returned upon release. In addition to that, we should

have at least two parole officers to follow up, look after, and advise concerning jobs and otherwise supervise until such a time as the prisoner is completely rehabilitated. Our parole law is too rigid; that is, it applies to all first timers and provides that one-half of the sentence be served regardless of the time, type of crime, and all other factors that should enter into a parole. There are too many states like this one. Would like to see some uniform parole laws and ample supervision of parolees with exchange of supervision between the states."

#### Nebraska

This state has an indeterminate sentence law, the imposition of which is left to the discretion of the court, which permits first offenders to be released on parole at the expiration of their minimum sentence. Parolees may be discharged by the parole board at any time after six months on parole. Persons who have been previously convicted of a felony are not eligible for parole and, likewise, those convicted of crimes of violence, or attempts at crimes of violence against a person.

#### Comments:

"Too quick to grant paroles to vicious criminals. Lack of strict supervision over parolees. I am in favor of a parole system where an individual receives real attention and consideration from a capable officer. Our one officer does all the work outside of the office and does not have the time or money to do this work properly."

"Mollycoddlers, sobosisters and reformers have not bothered us. Our trouble has been to resist the pressure that is sometimes brought to bear by outstanding good citizens getting back of some powerful crook and demanding (no matter how undeserving) that clemency be extended."

"Parole does much good in cases of first offenders; may be used to good advantage in the case of 'low powered' repeaters; and is no good when applied to the hardened, wreckless 'high powered' crook."

#### Nevada

The Board of Pardons is composed of the Governor, the Chief Justice, the Senior Associate Justice, the Junior Associate Justice of the Supreme Court, and the Attorney-General. It has power to pardon or commute any sentence. Under the Indeterminate Sentence Law judges in pronouncing sentences are limited to the minimum and maximum as provided by law for the crime for which the defendant was convicted. The Parole Board has the power to release prisoners on parole who have served their minimum sentence. Prisoners having a previous criminal record cannot be paroled until the expiration of one calendar year. Prisoners on parole are under the legal custody of the board.

#### Comments:

"Lack of a highly trained sympathetic personnel of parole officers. Employment of politicians rather than trained parole technicians. Lack of difficulty in finding work for parolees."

#### New Hampshire

The laws of the state of New Hampshire are to the effect that when a person is sentenced to the state prison, other than for life or as an habitual criminal, the court shall establish a minimum and

maximum term of imprisonment. Both the minimum and maximum terms are fixed by law for the various crimes. Upon the expiration of the minimum term, provided this is less than three years, the prisoner is eligible to be at liberty on parole. This permit is issued by the Governor and his Council. A special clause permits the Governor and Council to parole inmates in advance of the expiration of the minimum term, which is computed by deducting therefrom not more than three days for each month of such minimum term of sentence. Any prisoner whose minimum sentence is three years or more may, upon recommendation of the Board of Prison Trustees, be paroled by the Governor and Council when he has served two-thirds of his minimum sentence.

The Board of Trustees of the State Prison is the Board of Parole, whose duty it is to retain the legal custody of those released upon parole until they receive their final discharge, or are remanded to prison. All prisoners whose minimum sentence is more than three years are eligible for parole at the expiration of two-thirds of the minimum term. The law further states that county solicitors, sheriffs and their deputies, and the police departments of the several cities shall furnish to the parole officer such information as they may possess relative to the conduct of parolees. These public officers are also required to assist in investigations by the parole officer.

#### Comments:

"I believe the parole system fundamentally sound and favor local parole boards for institutions, rather than central parole boards; full authority to parole board with no political interference and high-grade parole supervisors."

"Juvenile schools should not face adult parole problems. In the case of a young man eighteen or twenty years of age, it is generally possible to replace him in his own family or with relatives."

#### New Jersey

Concerning persons committed to the state prison, the Court of Pardons, composed of the Governor, Chancellor and the six judges of the Court of Errors and Appeals meets twice a year, at which time it considers applications of prisoners for parole. An inmate must have served at least ten months of a sentence which is greater than a year before he is eligible to make application to appear before the Court of Pardons. An inmate may again make application only after two years have elapsed. A prisoner may be called or recalled before the Court of Pardons by a member of that court at any time.

The Board of Managers of the New Jersey State Prison has parole power over the inmates who are sentenced by the court to a minimum and maximum sentence, only after the minimum sentence, less earned commutation time, has been served. The parole is granted upon the recommendation of the prison parole committee (warden, parole agent, psychologist and physician.)

All inmates paroled from this institution are supervised by the prison parole agent and may be kept under the legal custody of the prison until the actual completion of their maximum sentence, less commutation time which is earned on parole as well as in the institution.

A prisoner who has been committed on a definite sentence is discharged at the end of his sentence less "good time" through which several days a month are deducted for "faithful performance or assigned labor for continuous orderly deportment and for manifest effort of self-improvement and control" (chapter 147, P.L. 1918, section 306).

Prisoners committed from 1918 to July 1, 1926, had minimum and maximum sentences (chapter 147, P.L. 1918; chapter 155, P.L. 1924); those between July 1, 1926, and May 26, 1932, had definite sentences (chapter 214, P.L. 1926); and those after May 26, 1932, minimum and maximum sentences (chapter 166, P.L. 1932). Commutation time, if provided by the law for good behavior, is now allowed on both maximum and minimum terms.

Parole may be granted to any person committed to a reformatory or home for juvenile delinquents by the Board of Managers on the recommendation of the institution's classification committee at any time after commitment. It is dependent upon the progress made by each individual along the training and habit lines. If he has been given a prison sentence he may be paroled by the Court of Pardons. The offender is supervised by a parole officer of the Parole Division of the Department of Institutions and Agencies until his majority if he was committed to a home for juvenile delinquents or until the expiration of his maximum sentence if he was committed to a reformatory with an indeterminate sentence. A juvenile parolee is placed in his own home if it is a fitting place for his continued rehabilitation or in another home if it is not.

Final discharge is granted those committed to the reformatories at the end of their maximum sentences whether they are in the institution at that time or on parole.

Juveniles committed to the homes for juvenile delinquents are discharged at the age of twenty-one, usually from parole, since it is the custom to transfer the boys and girls who reach the age of sixteen or seventeen in an institution for juvenile delinquents to the reformatories if additional institutional training seems to be indicated. (Excerpt from the Summary Report of the Department of Institutions and Agencies).

#### Comments:

"In most states parole is an under-financed moral gesture. It is administered by unqualified, untrained people who cannot, or do not, give adequate attention to the actual supervision of persons on parole. It is unduly influenced by politics, though some states are exceptions to the preceding generalizations."

"I believe in the indeterminate sentence and the system of releasing men on parole after they have served sufficient time for their offense and have shown proper adjustment in the institution. I think it is much better that a man be under supervision for some time after being released than to

release him entirely on his own. Great care should be exercised in the consideration of a man's fitness for parole and politics should be entirely divorced from all such considerations. I believe in strict parole enforcement which would necessitate the use of more parole officers than we have in our present set-up."

"The recent criticism of parole should be met by those who believe in the parole system by a general tightening up and improvement in the operation of parole systems throughout the country."

"Our records show that there are a great many more successes on parole than there are failures. The failures will never be entirely eliminated; however, I believe they can be greatly reduced through proper classification and careful consideration of cases with the elimination of politics from the parole system."

"In my opinion parole should not be eliminated but should be improved." "There are many flagrant abuses of parole. Too many offenders 'get away with it' merely because of good institution records. A parole violator should be dealt with in a manner consistent with his violation, and the offender for whom there is little hope should have little opportunity for parole."

#### New Mexico

Persons sentenced for a felony or other crimes punishable by imprisonment in the penitentiary receive maximum and minimum sentences. The Board of Penitentiary Commissioners acts as a board of parole. Prisoners are eligible for parole at the expiration of the minimum sentence, provided their conduct has been satisfactory and that they have not served two previous terms in any prison. It is the duty of the supervisors to keep in communication with all parolees and, as far as possible, with their employers. Parolees may receive their final discharges at the expiration of six months satisfactory parole period.

#### New York

Chapter 824, Laws of 1930, chapter XVIII of the Consolidated Laws of New York, creates a Board of Parole under the Division of Parole in the Executive Department of the State. The board consists of three members appointed by the Governor, with the consent of the Senate, and has the power to parole prisoners serving indeterminate sentences and prisoners serving definite sentences released by the Governor upon commutation thereof. The board also is responsible for the collection of complete data concerning prisoners under consideration by the Governor as to pardon and commutation of sentence and the applications for restoration of citizenship. The board, with the approval of the Governor, appoints an executive director who acts as the administrative officer for the board. The board also appoints a chief parole officer, case supervisors, an employment director, a staff of parole officers and other employees. All employees of the board are in the competitive class of the civil service.

The executive director, under the direction and authority of the Board of Parole directs and supervises the work of the board, and with its approval formulates methods of investigation and super-

vision in its work and develops various processes in the technique of the case-work of the official staff of the board, including interviewing, consultation of records, analysis of information, diagnosis, plan of treatment, correlation of effort by individuals and agencies, and methods of influencing human behavior. He shall, with like approval, prepare and issue rules and regulations for the guidance of the staff and the conduct of its work. It shall be his duty, besides constantly scrutinizing and supervising the work of the staff to imbue them with proper standards and ideals of work and shall hold monthly staff meetings at which common problems and difficult cases, question of policy, procedure and methods shall be discussed. With the approval of the board, he shall establish and maintain within the appropriations made therefor, a library at the central office containing the leading books on parole and methods of influencing human conduct, together with reports and other documents on correlated topics of criminology and social work.

Every person sentenced to an indeterminate term and confined in the State prison who has never before been convicted of a crime punishable by imprisonment in a State prison, when he has served a period of time equal to the minimum sentence imposed by the court for the crime of which he was convicted, less time off for good behavior and for work willingly performed, is subject to the jurisdiction of the Board of Parole. The time of his release is discretionary with the board, but no such person can be released until he has served his minimum sentence less good time earned, nor until he has served at least one year. The action of the Board of Parole in releasing prisoners is deemed a judicial function and is not reviewable if done according to law.

No prisoner is released merely as a reward for good conduct or efficient performance of duties assigned in prison, but only if the Board of Parole is of the opinion that there is reasonable probability that if released he will remain at liberty without violating the law. If the Board so determines the prisoner is granted parole under strict supervision, but remains in the legal custody of the warden of the prison from which he is paroled until the expiration of his maximum sentence.

The release of an indeterminate prisoner on parole is not upon the application of the prisoner; but solely upon the initiative of the board. At the expiration of the minimum sentence less the period of time off, provided for by a section of the Correction Law, prisoners eligible to do so automatically appear before the board.

All prisoners sentenced for felonies, with the exception of those given a straight life term, are sentenced for indeterminate periods. If the prisoner is a second or third offender, the imprisonment is for an indeterminate term, the minimum of which shall be not less than the longest term prescribed upon the first offender and the maximum of which shall be twice such a term. All prisoners must serve at least one year before becoming eligible for parole. If the prisoner is a fourth or subsequent offender, the term of sentence is indeterminate, the minimum of which is fifteen years and the maximum of which is life. Parole applies to these offenders as well.

The city of New York maintains its own parole commission having jurisdiction over prisoners sentenced to institutions under the supervision of the Department of Correction of the city of New York. All offenders with occasional exceptions are serving terms of three years or less and are classified as misdemeanants. The New York City Parole Commission has the unusual function of determining the exact amount of time which a prisoner must serve within the three year period. The maximum term is three years and parolees are on parole from the day of release until the expiration of that time. The commission maintains its own staff of supervisors, senior parole officers and regular parole officers.

#### North Carolina

Chapter 414, of the laws of the state of North Carolina, authorizing the Governor to appoint an advisory board of parole and to set up rules and regulations relative to prisoners and parole, was ratified on May 10, 1935, and was put into full force and effect on July 1, 1935. Through this act the Governor is authorized to name an advisory board of parole of six members, consisting of: the Attorney-General, the chairman of the State Highway and Public Works Commission, the Superintendent of Public Welfare, and three others, who are not state office holders. The Governor is further authorized to appoint a commissioner of Paroles and his assistant. All prisoners are eligible for hearings on application for parole when they have served one-quarter of their sentence if their sentence is determinate, and one-quarter of their minimum sentence if their sentence is indeterminate. Prisoners serving sentences for life are eligible for such hearings at the expiration of ten years of the sentence. The granting of parole is not mandatory by law and is entirely up to the discretion of the Board of Parole. The law stipulates that the clerks of the respective courts are to attach to the commitment papers of each prisoner sentenced under these courts, a statement furnishing information which contains among other things, the following:

1. The court of trial.
2. The name of the prisoner and all co-defendants.
3. The date or term when the prisoner was tried.
4. The offense with which the prisoner was charged and the offense for which convicted.
5. The judgment of the court and the date of the beginning of the sentence.
6. The name and address of the presiding judge.
7. The name of the prosecuting solicitor.
8. The name and address of defense attorneys, if any.
9. The name and address of arresting officer.
10. All available information of the previous criminal record of the prisoner.

Upon commitment to an institution this information is detached from the commitment papers and is forwarded to the Commissioner of Paroles.

The parolee's liberty may be cancelled upon subsequent convictions in any court of record in the state or Federal courts. If the parolee is out of the state, he is then considered a fugitive from justice.

Parolees are required to report at least monthly and parole is in force until the expiration of the maximum sentence.

*Comments:*

"There has been no parole supervision until an act of the last legislature. I think in the future there will be several parole officers, not nearly adequate of course, but better than no supervision."

"The parole supervision, like all other welfare work, is handicapped by lack of funds. There is a general tendency to have local welfare agencies assume responsibility for parolees."

#### North Dakota

The Board of Pardons composed of the Governor, ex-officio, Attorney-General, Chief Justice of the Supreme Court, and two electors appointed by the Governor acts as a board of parole. This board fixes a date when an inmate may be released, paroled, or discharged, after the expiration of the minimum term of sentence. Prisoners ineligible for parole consist of those convicted and sentenced for the crime of murder in the first degree, those finally convicted in any jurisdiction of a felony other than that for which he is being punished, and persons who have not maintained good records at the penitentiary for at least six months previous to their applications for parole.

*Comments:*

"With the help of the government it is easy for the youngster to learn to chisel, duck responsibility, lack initiative, and get by along the line of least resistance. One of the disadvantages of parole is the lack of parole officers, foolish parents, and the shortage of funds in the proper handling of parolees."

#### Ohio

The Ohio Board of Clemency has final authority in the granting of paroles but in the matter of pardons and commutations the committee acts only in an advisory capacity to the Governor. This matter is governed by section 92-2 of the General Code, which provides in part as follows: "When a pardon or commutation is recommended to the Governor by the board it shall be in writing with reasons therefor fully and plainly set out; no such recommendations shall be made except upon the concurrence of both members of the board." However, the action of the Governor is not limited to those cases recommended by the Board of Clemency. After a prisoner has been on parole for the period of time desig-

nated by the board, and has conducted himself during this period in a proper manner, he may be granted a final release after which he is restored to citizenship by the Governor. The parole period is usually one year, although it may be extended to the maximum term of the sentence. Extended parole periods are given to prisoners who have demonstrated their inability to conduct themselves properly except under supervision. Sentences to the Ohio Penitentiary for felonies, except treason, and murder in the first degree, are general and not limited in duration. Applicants may apply for parole at the end of twelve months or at the expiration of the minimum sentence. Those under sentence for second degree murder are considered for parole at the end of ten years. Applications for parole must first receive the approval of the warden of the penitentiary.

*Comments:*

"We have realized for some time the inadequacy of our parole system and are just now directing our attention to this department in the hope of making it a better functioning unit. More thorough and searching parole study and supervision is needed if the treatment offered during incarceration is to prove fruitful and effective. Parole work on the whole is inadequate and too superficially operated. It should be completely severed from all political dominance and interference and placed under the control of socially-minded, well-trained workers."

"I am distinctly in favor of the parole system but feel that more thorough investigation should be made before paroles are granted. I believe firmly in close supervision and follow-up work after parole is granted and for closer co-operation between the parole officers of the various states."

#### Oklahoma

The laws of the state of Oklahoma provide only for determinate sentences. The Governor of the state has sole power of pardon and parole. There is no parole board. However, there is a pardon and parole attorney, whose duty it is to investigate the necessary cases and to report upon them to the Governor who then bases his action upon his report. There is no definite maximum or minimum parole period. The parolee remains on parole until the same is revoked or the Governor grants a citizenship pardon.

*Comments:*

"Have had very little time to study the general parole system but the main thing that hampers it is the lack of funds to carry on such work, the lack of funds to supervise, and the lack of funds to provide proper penitentiaries and reformatories."

#### Oregon

The laws of the state of Oregon (chapter 13-1901 ff, the Codes of 1930) create a parole board which is composed of three residents of the state. One member of this board is to be the secretary to the Governor, with the other remaining members appointed by the Governor to serve at his pleasure. The law also provides for the

position of a parole officer. This officer is appointed by the Governor and serves at his pleasure. It is his duty to keep a register of all paroles and conditional pardons and to see that the provisions of all laws relating to paroled prisoners are observed on the part of all persons released on parole or through conditional pardons. He is also required to receive reports from these persons at stated intervals. This officer is also responsible for the apprehension of parole violators.

Persons serving an indeterminate sentence may be paroled by the Governor, or upon recommendation of the Parole Board as follows: a person under the age of twenty at the time of conviction and sentence and who is a first timer may be paroled at any time following commitment to the penitentiary. Any person over the age of twenty at the time of conviction and sentence who has not previously been convicted of a crime may be paroled by the Governor or upon recommendation of the Parole Board, at any time after one-half of the maximum term has been served. This is, however, dependent upon a record of good conduct, industry, and evidence of general reformation, certified to by the warden. A good record of this nature entitles prisoners to a deduction of five days for each month for the said one-half of the maximum sentence. When the said one-half of the maximum sentence is one year or less, a deduction of ten days per month is allowed.

#### Comments:

"One of the disadvantages of parole concerns the publicity given to the few who violate parole, by the commission of another crime, while no thought is given to the large number who remain out of trouble after they are released."

#### Pennsylvania

The laws of the state of Pennsylvania stipulate that the various boards of managers have the power to recommend inmates under their jurisdiction for parole to the Governor. At each monthly meeting of the board, inmates whose minimum term of sentence is due to expire within three months are given an opportunity to apply for release on parole. Paroles are issued or revoked by the Governor, in accordance with the recommendations made to him by these boards.

Persons convicted of crimes punishable by imprisonment in the state penitentiary are given indeterminate sentences, with stated minimum and maximum limitations. The minimum limit shall never exceed one half of the maximum sentence prescribed by the court.

#### Comments:

"The Pennsylvania parole system has had the full and hearty co-operation of police departments and subdivisions thereof throughout the state in addition to many private charitable, welfare and social agencies and organizations."

"One of the disadvantages of parole in this state is the fact that our parole organization has no say in the selection of parolees committed to our care. We take for supervision those passed upon by a Board of Trustees acting as a Parole Board. Three different boards act independently and separately at each of the institutions. All institutions have their own policies and all are not alike. This is not a satisfactory method to select parolees. One full-time board of not less than five members, well paid and well versed on parole subjects and problems, is a better method of selecting parolees."

"We are handicapped by lack of sufficient appropriation to enlarge the force of supervising parole officers, to assure more closer contact with parolees."

"In Pennsylvania recent criticism against 'parole systems' has led many people to believe that the supervising system was the system being criticized while as a matter of fact the blame should largely fall upon the system of selecting parolees. When the supervising agency is called upon to supervise one whose record conclusively shows there is little hope of the parolee successfully completing parole, the agency is faced with a problem case at the outset."

"Every angle of parole selection and parole supervision work, in my judgment, should be entirely divorced from politics. The changing of personnel periodically breaks down the efficiency of a well-trained organization which is not beneficial to society."

"The chief difficulty which has attended the operation of parole in this state, is the lack of sufficient number of field officers. The parole situation would be vastly improved if uniform parole laws were enacted throughout this country, with our penal institutions having the same parole standards."

"Successful parole, judging from our own experience, would seem to depend a great deal upon the following factors:

"1. Early diagnosis, in the local community, of those whose prognosis for social adjustment is poor, and commitment of these children to institutions for specialized care, rather than to institutions in which parole is thought of as having rehabilitative value and the possibility of successful outcome.

"2. Adequate treatment within the institution prior to parole.

"3. Continuance of treatment during period of after-care.

"4. Sufficient number of trained social workers of proper calibre to handle parole work.

"5. Development of child-caring and other case-working agencies in local communities.

"6. Development of local court practices, affecting juveniles and young people, along the line of extending social services.

"7. Improved social conditions in local communities:

a. Reduction of unemployment.

b. Adequate relief.

c. More adequate handling of problems of behavior and mental defect in schools.

d. Development of recreational facilities for children and young people.

e. More basic character education through homes, schools, churches."

"We have the advantage of determining when an inmate is to be paroled, as the Board of Trustees accepts the recommendation of the institution staff. We have found no disadvantages so far. Parole must be adequately defended by all who know anything about it, as it is being attacked by everyone who knows nothing about it. It is not the system that should be condemned, but the abuse that is being given to the privilege."

"Most of the criticism of the results obtained under the parole system as it operates are justified, but the criticism should be directed at the maladministration and abuses of the system, and not at the system itself. Also, the defense of the system, unfortunately, most often comes from those connected with its operation, whose statements no matter to what extent are

based on facts, carry little weight, as they are classed as propaganda. A study and report by an impartial group, a fact-finding body, might be of some value."

#### Rhode Island

The laws of the state of Rhode Island (chapter 1933) as enacted by the General Assembly at the January session, 1932, creates a board of parole consisting of the Governor, Attorney-General, and three other citizens of the state, appointed by the Governor with the advice and consent of the Senate. The Board of Parole in the case of any prisoner whose sentence is subject to its control unless such prisoner be sentenced to life imprisonment and unless such prisoner be confined as an habitual criminal, may, by the vote of the Governor and at least two members of the board, issue to such prisoner a permit to be at liberty on parole, whenever such prisoner has served not less than one-half of the term for which he was sentenced. This permit entitles the prisoner to whom it was issued to be at liberty during the remainder of his term of sentence. If the prisoner is confined on more than one sentence, paroles may be granted whenever he has served a term equal to one-half of the aggregate time which he shall be liable to serve under his several sentences. If the prisoner has been sentenced to serve two or more terms concurrently, he may be granted parole if he has served a term equal to one-half of the maximum term required to be served. In the case of an habitual criminal, paroles may be granted following the serving of not less than five years of the twenty-five year sentence required by law for this offense. In the case of a prisoner sentenced to life, parole may be granted any time following the serving of not less than twenty years of the sentence. This parole, however, shall be granted only upon the unanimous vote of all the members of the Board of Parole. No paroles are issued to any prisoner under the authority of this law, unless it appears that the prisoner is deserving of such permit, by reason of good conduct and the expression of a disposition to reform. No permits are issued unless the prisoner will be able to secure employment upon release or is otherwise provided for, so that he will not become dependent upon public charity.

Paroles may be revoked upon the majority vote of the members of the Board of Parole.

#### Comments:

"One of the disadvantages to a parolee living in a state as small as ours is that he or she finds it difficult to keep from coming into contact with old companions. I feel that parole should not be granted to the repeated offender or in the case of a particularly atrocious crime."

"Greater thought should be given to the individual's qualifications for parole and to the proper method of follow-up. All violators should be returned to the institution and given a more intensive scientific study as to the real cause of violation."

"The operation of parole would undoubtedly be increased in effectiveness, even beyond its present point, if there were greater resources available for the closer supervision, more frequent personal contacts and possible financial assistance during the most trying period of economic adjustment, possibly for a period of four to six months immediately after release."

"The principle of parole in itself is indispensable in penal administration, if properly executed and supervised. In so far as Rhode Island is concerned, its retention is justified by the results obtained. It has operated 89 per cent efficient in Rhode Island since its inauguration in 1915. While unfavorable publicity is acquired by the 11 per cent who fail to make good, such publicity presents one side of the question only. Inasmuch as more than 85 per cent of all the prisoners will eventually be released, the parole method provides compulsory supervision during the most trying period, that of readjustment in the community.

#### South Carolina

The laws of the state of South Carolina are to the effect that for maximum sentences of imprisonment exceeding one year, except in the case of life imprisonment, the sentence of the prisoner shall be for an indeterminate period, to the extent that the court prescribes the minimum and maximum terms which are to be within the limits prescribed by law. The minimum sentence is not to be more than one-half of the maximum, and in cases in which no minimum is provided by law, it shall be deemed to be one year. At the expiration of the minimum sentence without deduction of time for good behavior, any prisoner whose record has been acceptable for the twelve preceding months may apply for parole. The Board of Pardons acts as a Board of Parole and a majority of the board must recommend that parole be granted in all cases before release. Persons on parole are made the special charge of the State Board of Public Welfare and the sheriff of the county of his residence. These sheriffs then assume the duties of the usual parole officer.

#### South Dakota

The laws of the state of South Dakota, chapter 236, section 5397, grant authority to the warden of the state penitentiary to study the life, habits, environment, etc., of convicts under his charge, with a view to determining the advisability of recommendation for parole. When of the opinion that the prisoner has been confined a sufficient length of time to account for his reformation, it is the warden's duty to recommend the case to the State Board of Charities and Corrections for investigation. If the recommendations of the warden and subsequent investigation meets the approval of the board, they then refer their own recommendations in the case to the Governor.

Section 5398 grants the power of parole to the Governor, providing the prisoner has served at least three-fourths of his minimum sentence, less time allowed for good behavior. The written recommendations of the trial judge or his successor in office must also be obtained. Parolees remain in the legal custody of the warden and are subject to the revocation of their parole by the warden or Governor. Parolees leaving the state without permission are considered fugitives from justice. The law further stipulates that parolees will be revoked if a parolee allows himself to be publicly exhibited. Parolees must report monthly and the sheriffs of the various counties may be asked to verify their reports. The sheriffs must also keep secret the fact that these persons are on parole.



Section 5404 grants the Governor the power to issue full pardons if he is convinced that following suitable parole periods, the parolee is capable of leading a law abiding life. The Board of Pardons advises the Governor on cases of persons whose terms of imprisonment are more than two years or life. Persons serving a sentence of life must complete at least five years of their sentence before being eligible for parole. The Board of Charities and Corrections has similar power of parole for inmates from the industrial and training schools of the state.

*Comments:*

"One of the disadvantages of parole is the interference of parents or relatives. In many cases one year in a training school is not enough to overcome years of poor training. Usually we find that boys and girls have been too long on probation before coming to us. A second offense against the law should be sufficient for commitment."

"Generally speaking paroles are all right, but in some places I think there is an abuse of the system. I think uniform laws might work to better advantage. I find it better for our parolees if I keep in close touch with them. I ask the parole officer for his assistance but I require a letter from parolees each and every month. The expense of postage and an occasional visit is much less expensive for our state than to have to return parolees."

**Tennessee**

Chapter 15, paragraph 11771 (7202 a 6) extends the power of parole to the Commissioner of Institutions. Prisoners are eligible for parole at the expiration of the minimum sentence, less time allowed for good behavior. Prisoners serving a sentence of life must first complete a term of twenty-five years before being eligible for release on parole.

Paragraph 11766, stipulates that anyone over eighteen years of age convicted of a felony is to receive a minimum and maximum sentence. Paragraph 11767 is the authority for release of prisoners on parole. Parolees remain under the legal custody of the commissioner, who has power to revoke any parole. The commissioner may order any data concerning prospective parolees from any state official. The commissioner also makes recommendations for final discharge to the Governor who may then act accordingly. The law further authorizes the commissioner to collect monthly, for twelve months, a sum not to exceed \$2 per month from each parolee, which is used as a general relief fund. The commissioner is also authorized to collect one-third of the earnings of each parolee, which is held in trust for him until the final discharge is granted. The law authorizes the commissioner, if necessary, to pay certain amounts from this sum to dependents of parolees.

*Comments:*

"No provision in this state for intelligent operation of any system. In the interest of economy the one parole officer serving this institution has been removed. The system should prove valuable when administered by trained personnel, using scientific methods. If indiscriminately used without careful case study and adequate follow-up procedures, I hold it to be of little value except to relieve the overcrowded condition of an institution."

**Texas**

The Texas law provides that persons seventeen years of age or over convicted of felonies are to receive minimum and maximum terms of imprisonment. This does not apply to sentences of imprisonment in the county jails. Meritorious prisoners may be paroled outside the building and jurisdiction of the penitentiary authorities, subject to the provisions of the law and to the regulations and conditions as may be made by the Board of Prison Commissioners, with the approval of the Governor of the state, and parole is granted only by the Governor or with his approval.

While on parole prisoners remain under the control of the Board of Prison Commissioners and subject at any time to be taken back within the physical possession and control of the Board of Prison Commissioners as under the original sentence, but such retaking is by the direction of the Governor, and all orders and warrants issued by the Board of Prison Commissioners under the authority for the retaking of such prisoners is sufficient warrant for all officers named therein to return to actual custody paroled convicts, and it is the duty of all officers to execute such orders as ordinary criminal processes.

If it appears to the Board of Prison Commissioners, from a report by the warden or sergeant of the prison, or upon an application by a convict for release on parole as hereinbefore provided, that there is reasonable probability that the applicant will live and remain at liberty without violating the law, then the board may authorize the release of the applicant upon parole. Parolees remain while on parole in the legal custody and under the control of the Board of Prison Commissioners until the expiration of the maximum term specified in the sentences, or until an absolute discharge is granted.

If it appears to the Board of Prison Commissioners that there is a reasonable probability that any prisoner on parole will remain at liberty without violating the law, and that his absolute discharge from imprisonment is not incompatible with the welfare of society, then the board may issue to the prisoner an absolute discharge from imprisonment. Whenever any prisoner serving an indeterminate sentence serves for twelve months on parole, in a manner acceptable to the Board of Prison Commissioners, the board certifies such fact to the Governor, with the recommendation that the prisoner be pardoned and finally discharged from the sentence under which he is serving. But it is the duty of the Prison Commission to continue its supervision and care over the paroled prisoner until such time as the Governor shall pardon and finally discharge from custody the prisoner; provided, that in no case shall any prisoner be held for a longer term than the maximum provided by the sentence for the crime of which he was convicted.

(Excerpt from 1927 Digest of Indeterminate Sentence Laws and Parole Rules.)

*Comments:*

"Our parole laws are very lax. When a man is paroled the board makes the recommendation to the Governor, who acts as he thinks best. After the

man is paroled he is given \$5 and a ticket to the county of conviction and makes no report to anyone. He is free to go any place he wishes and the parole is only revoked if he gets into additional trouble."

"We have practically no parole law. The board acts on cases submitted to them by mail and in very few cases have even talked to the applicant. The disadvantages of our parole system are many and when a man is paroled he is placed under no restrictions. We never hear from him again unless he is arrested on a new charge."

"I believe the parole conditions as a whole are good. We hear only of the cases where paroled men get into trouble. Where one such case is brought to the attention of the public, there are hundreds that are never heard of and who are making good. Statistics taken from any prison will show that the percentage of violators is few, and I believe that any system which brings about a reformation in the large majority of the paroled men has accomplished something. The Dillingers and Barrows are in the minority and an occasional bad one must be expected with the most stringent parole laws in effect."

#### Utah

The Board of Pardons of the state of Utah is composed of the Governor, who acts as chairman, the Attorney-General, and five justices of the Supreme Court. The Governor appoints the secretary of the board and defines his duties and determines his salary (section 67-0-3 R.S. Utah, 1935). The secretary of the board must give previous notice of the time and place of all hearings involving the remission of any fine or forfeiture, or the commutation of any sentence, or granting of any parole or pardon. All decisions of the board are filed in the office of the Secretary of State. Applications for pardon and parole must give certain factual information including the name of the court of conviction, data concerning imprisonment, name of the presiding trial judge, police data and other items of information. The indeterminate sentence law is in effect in this state but it makes no distinction between the first offender and the repeater. Applications for pardon or parole may be made at any time by any prisoner, with the exception of prisoners serving sentences for murder in the first degree, who must first serve at least fifteen years. Parole cannot be granted to such a prisoner unless four members of the board consent to this action. The paroled prisoner is under the legal custody of the warden and Board of Pardons and the board may have him reimprisoned at any time.

#### Comments:

"Border-line mental cases have, and always will, give society their major problems in delinquency. Parolees who have caused unfavorable nation-wide comments, caused by their vicious and notorious acts, are, for the most part, men in such a mental status. A thorough diagnosis of all cases is necessary in order to have definite knowledge of the general make-up of individuals who seek parole and then parole according to scientific findings. If this is done the parole situation in this country would be much improved and the major crimes committed by a few of the parolees would be very much lessened."

#### Vermont

The Governor of the state of Vermont has the power to grant a conditional pardon or parole upon such conditions as he judges proper. In granting this liberty, the warden of the institution and the Commissioner of Public Welfare are usually consulted. While

on parole, a parolee is under the control of the Governor, who may reconfine him at any time if he feels that the parole conditions have been violated. The Governor has decreed that the parole period shall be at least twice as long as the minimum sentence, but never more than the maximum. In the case of repeaters, the maximum sentence may have to be served.

#### Comments:

"I believe in parole when it is properly supervised. It has always been my endeavor to impress upon inmates leaving on parole, that they are still serving a sentence, but having the privilege of doing this outside of an institution. It strikes me it is very necessary to have intelligent supervision and return of violators of parole. The argument is often brought up that the parole supervision is expensive. From a purely economical point of view, you know that it costs less for outside supervision than it does for institutional care."

"I believe a plan providing for better co-operation between the parole departments of neighboring states should be worked out."

#### Virginia

The state of Virginia does not have a parole board and all permits to be at liberty are granted by the Governor. There is a law that gives each prisoner ten days per month off for good behavior if the sentence is less than one year and fifteen days per month are deducted from all sentences over one year.

Concerning the industrial schools of the state, parole is under the control of the Parole Committee of the Virginia Industrial School Board. The superintendent makes his recommendations for parole after conferring with the various authorities of the institution and occasionally with the committing judge. The paroled juvenile is required to report monthly, and should he fail to do this, the aid of the juvenile judge, the probation officers, or the superintendents of Public Welfare in the counties which have this service, is invoked. Parolees are required to report regularly until they become 19½ years of age.

#### Comments:

"The parole situation lacks uniformity of plan and supervision by competent directors."

"Believe that parole system should be used, but used with discretion by trained and educated people. In my estimation, experience alone cannot meet qualifications necessary for members of parole boards and parole systems. At the best the responsibility to the public and person involved is heavy."

#### Washington

An entirely new parole law was enacted by the 1935 session of the Washington legislature, was approved by the Governor on March 20, 1935, and became effective June 20, 1935 (chapter 114). This law requires the Board of Prison Terms and Paroles to obtain from the sentencing judge and the prosecuting attorney, a statement of all the facts concerning the prisoner's crime and other related data. The law further requires that these officials furnish such information. It is also their duty to indicate to the Board of Prison Terms

and Paroles what, in their judgment, should be the duration of the term of imprisonment. This term must be within the minimum and maximum sentences as provided by law. Within six months after the admission of the convicted person to the penitentiary or reformatory, the Board of Paroles must fix the duration of the period of confinement. The board has also the power to regulate the deduction of time for good behavior. For any infractions of the rules, this reduction of time is decreased.

The Board of Prison Terms and Paroles may permit a convicted person to be at liberty on parole, following servitude of the sentence previously determined by this board. This period is less the time credited for good behavior and for good work, provided that in no case is the inmate to be credited with more than one-third of his sentence as fixed by the board. This same board has the power to establish rules and regulations concerning parole. The new law contains no provision which limits the powers of the Governor of the state to commuting a sentence or granting a pardon to any convicted person. The Governor is also authorized to cancel and revoke a parole granted to any convicted person by the board. Any parolee whose permit to be at liberty has been revoked is considered an escapee and a fugitive from justice until returned to custody.

The Board of Prison Terms and Paroles has the power to transfer inmates from one institution to another. It is also the duty of the board when requested by the Governor, to pass on the representations made in support of applications for pardons, or the restoration of civil rights for convicted persons, and to make recommendations thereon to the Governor. Persons conditionally pardoned by the Governor are also under the supervision of the board.

The Board of Prison Terms and Paroles consists of a chairman and two other members, each of whom is appointed by the Governor, with the advice and consent of the Senate.

#### Comments:

"The only advantage of parole up to the present time is the fact that it costs the state approximately sixty cents per day to maintain an inmate in a penal institution, while on parole the cost runs to less than one cent per day per parolee. If the various parole departments are to maintain the confidence and respect of the public, they must be more careful of those selected as fit for parole, and after being released on parole, they should be closely supervised."

"Institutions in some states are run on a dollar and cents basis. The quicker the inmates can be turned out, the better off the budget is. Not enough consideration is given to the inmates' past records. It is foolish to believe that any criminal who has three or more convictions against him is suddenly going to reform. Three convictions is being very generous. Juvenile courts and probation officers do their best to weed out the people who have a chance of going straight without institutional care with the result that those received in institutions have had sufficient chances. Reformation is a vague possibility. The protection of society was the prime motive behind the commitment. Persons involved will not admit it. They would rather talk in glowing terms of rank probabilities and outrageous programs."

"I believe in the localization of responsibility. There are too many floating paroles given out just to pass a vexing problem from one state to another. I don't believe in 'humanitarianism' as practiced on our criminal. Most of them are worthless people who will never contribute one iota toward the spiritual, intellectual or financial welfare of this country."

"Some day some state is going to see the wisdom of patrolling its borders and demanding identification from people coming in. There will be a lot of them turned back. Why should one state accept a criminal from another state? Why should one state expect another state to shoulder its responsibilities?"

#### West Virginia

Parole in this state is governed by an act of the West Virginia legislature, passed on and in effect from March 13, 1931 (chapter 28, Article 5, section 28, of the Acts of West Virginia). Under this law the Governor has the authority, under such rules and regulations as he may prescribe, to issue paroles or permits to go at large, to any person confined in a state penitentiary. This does not apply to those serving life sentences or to those who have previously served two terms of imprisonment in any penal institution for felony. All parolees remain under the legal custody and under the control of the Governor, and are subject at any time to be taken back to the penitentiary for any reason that shall be satisfactory to him, and at his sole discretion. Full power to take and return any parolee is expressly conferred upon the Governor whose written order is a sufficient warrant for arrest of such persons. This section of the law is not to be construed to operate in any sense as a release of any parolee, but is simply a permit to the prisoner to go without the enclosure of the prison.

Applications for parole are submitted to an Advisory Parole Board for their recommendations. The applications for parole of all prisoners whose minimum sentence is ten years, are considered by the Governor after a period of five years of the sentence has been served. Applications of all other prisoners are considered by the Governor, following the servitude of the minimum sentence. Applications for parole are made known to the public through advertisements for two consecutive weeks in some newspaper published in the county of conviction. Upon rejection of the application for parole, the prisoner may not renew his application for another six months.

#### Comments:

"The disadvantages or difficulties attending the operation of parole in this state are lack of case work, and our inability to segregate prisoners for study because of the crowded condition of the state prison, there being only one in this state."

"At the present time the parole systems in the various states vary so greatly it would seem wise for the Federal government to bring about a conference of parole officials of all the states looking towards the creation of a parole code, which would be more or less uniform for all states as well as the Federal government, and after said code is formulated urge its adoption by all of the states."

#### Wisconsin

Section 57.06 of the statutes of Wisconsin, stipulates that the Board of Control, with the approval of the Governor, may upon ten days written notice to the district attorney and the judge who participated in the trial of the prisoner, parole any prisoner con-

victed of a felony who is sentenced for less than life and has served at least one-half of the term for which he was sentenced. If the sentence is for life, the prisoner must serve thirty years, less the deduction of time for good behavior. If the prisoner is a first offender under sentence for a general or indeterminate term, the minimum sentence, not deducting allowance of time for good behavior, must be served. No prisoner can be paroled until it appears to the satisfaction of the board that suitable employment has been secured for him. All parolees remain in the legal custody of the State Board of Control and may at any time, on an order of the board, be returned to prison. Parolees are returned if found exhibited in any show or exhibition. In determining whether a prisoner is a first or second offender, the date of conviction and not the date of commission of the offense controls.

The Board of Control may parole any child committed to the industrial schools, whenever it is satisfied that such action is for the best interest of the child paroled. Children remain in the legal custody of the board until twenty-one years of age. They may be returned to the institution at the discretion of the board.

#### Comments:

"I believe firmly in parole but I think that in too many states the parole systems are too loosely administered. When a parolee violates the terms of his parole he should be returned to the institution. This is not done in many states. Paroles should be granted only on merit. No other circumstances should be considered. Political influence should never be considered in any way."

#### Wyoming

Chapter 80, paragraphs 80-301 to 80-306, of the laws of Wyoming indicate that persons under twenty-five years of age can be incarcerated in a state industrial school at the discretion of the trial judge, for minimum and maximum terms. In such cases, the Governor, on the recommendations of the superintendents, may grant paroles. Parolees remain under the custody of the Governor, who also has the power to revoke any such parole. The Governor also has the power to grant final discharges which operate as a full and complete pardon.

Chapter 33, paragraph 1303 ff, Article 13, stipulates that the Governor has full parole power under the rules and regulations of the Board of Pardons, on all cases except those serving a life term. Persons must first serve their minimum term of sentence before becoming eligible for parole. Persons guilty of assault on prison employees are not eligible for parole. All parolees are under the legal custody of the Board of Charities and Reform, which board also has the power to revoke any parole. Parolees returned for violation of parole must complete the terms of their original sentence. Persons on parole are entitled to receive credit for good conduct the same as they would receive if incarcerated. Parole is not granted to second termers.

#### Comments:

"It is my opinion that the present handling of the parole system is a failure and unless some better plan can be worked out this system should be abolished."

"It is my thought that paroles should not be granted outside of the state and that the laxness shown by some states in apprehending their parole violators, if continued, will lead to such adverse public opinion as to cause elimination of the parole system."

#### Federal Government

The Act of June 25, 1910, as amended (amendments approved January 23, 1913; May 13, 1930; March 2, 1931; June 29, 1932) is the basis for the operation of parole under the Federal government. All persons under sentence exceeding one year are subject to release on parole under the provisions of this law. Before being eligible for release prisoners must serve at least one-third of the sentence imposed. Applications for release on parole are filed by the prisoner at the time of eligibility. At the time of the hearing no testimony is admitted if from friends, relatives or attorneys of the prisoner. The law stipulates that the prospective parolee must have suitable employment and a home before release. The law provides that, if possible, a parolee be placed under the supervision of a Federal probation officer and if such a plan is not feasible, supervision is to be maintained by private agencies and citizens. Prisoners have no legal right to parole, their only right being release at the expiration of their maximum sentence less time deducted for good behavior. The Federal Board of Parole, which was formed in 1930 by an amendment of the original act of 1910, has full power to grant and revoke paroles. The time allowance for good behavior varies from five to ten days per month, according to the sentence imposed. All parolees are under the jurisdiction of the Board of Parole until the expiration of their maximum sentence, with no allowance for time deducted for good behavior. This so-called good time is allowed only on terms of imprisonment. Prisoners serving sentences for life must serve at least fifteen years before becoming eligible for parole. The Federal Board of Parole is composed of three citizens, appointed by the Attorney-General of the United States, at annual salaries of \$7,500.

The number of prisoners remaining on parole at the end of the fiscal year 1934 was 2,762, while the number of parole applications considered during the year was 6,808. The total number paroled during the fiscal year was 3,604.

#### KEY TO FOLLOWING TABLE:

S. C.	State Capital
INST.	Institution
A	Appointed
E	Elected
YRS.	Years
P-T	Part-time
F-T	Full-time
MOS.	Months
GOV.	Governor
	No information given

INSTITUTION, LOCATION	Name of body granting parole	Address	Chairman	Appointed or elected	If appointed, by whom	No. of members	Length of term
<i>Alabama</i>							
Boys' Industrial School, Birmingham.	No information given.						
Reform School for Negro Boys, Mt. Meigs.	Board of Trustees	S. C., Montgomery.	W. M. Thomas.	A.	Legisla-ture.	7	4 and 6 yrs.
Training School for Girls, Birmingham.	Board of Trustees	Box 88, Birmingham.	Mrs. H. C. Ryding.	A.	Gov.	12	6 yrs.
Kilby Prison, Montgom-ery.	No information given.						
<i>Arizona</i>							
School for Girls, Ran-dolph.	No information given.						
State Prison, Florence.	Board of Pardons and Paroles.	S. C., Phoenix.	Rev. Walter Hof-man.			3	2 yrs.
Industrial School, Fort Grant.	No parole board—Superintendent makes application through committing Judge to Governor who paroles.						
<i>Arkansas</i>							
Boys' Industrial School, Pine Bluff.	Board of Trustees	Inst.	M. J. Anders.	A.	Gov.	5	6 yrs.
Cummins State Farm, Gould.	No information given.						
Training School for Girls, Alexander.	Superintendent with consent of Board of Trustees.	Inst.	Mrs. T. J. New-man.	A.	Gov.	5	6 yrs.
State Penitentiary, Tucker.	No information given.						
<i>California</i>							
Folsom State Prison, He-pessa.	Board of Prison Terms and Paroles.	Inst.	Frank C. Sykes.	A.	Gov.	3	4 yrs.
State Prison, San Quan-tin.	Board of Prison Terms and Paroles.	Inst.	Frank C. Sykes.	A.	Gov.	3	4 yrs.
State Prison for Women, Tehachas.	No information given except as noted.						
Freston School of Indus-try, Los.	No parole board—parole granted through institutional officials.						
Whittier State School, Whittier.	Board of Trustees and Managers	Inst.	Wm. H. Cormanack.	A.	Gov.	6	4 yrs.
Ventura School for Girls, Ventura.	Department of Institu-tions.	S. C., Sacra-mento.	Harry Ludwig.	A.	Gov.		
<i>Colorado</i>							
Industrial School, Golden.	No information given.	Inst.	Mrs. Wm. R. Eaton.	A.	Gov.	5	5 yrs.
Industrial School for Girls, Mt. Morrison.	Governor grants all paroles—no parole board.						
State Penitentiary, Canon City.	No information given.						
State Reformatory, Buena Vista.	No information given.						
<i>Connecticut</i>							
School for Boys, Meri-den.	Board of Trustees	Inst.	Edward E. King.	A.	Gov.	7	4 yrs.
State Farm and Prison for Women, Niantic.	Board of Directors.	Box 456, Niantic.	Mrs. Anne R. Minor.	A.	Gov.	7	4 yrs.
State Prison, Wethers-field.	Board of Directors.	Inst.	W. C. Cheney.	A.	Gov.	8	4 yrs.
State Reformatory, Che-shire.	Board of Directors.	Inst.	Frederick M. Adler.	A.	Gov.	5	4 yrs.
Long Lane Farm, Middle-town.							
<i>Delaware</i>							
Industrial School for Colored Girls, Marsh-burn.	Parole Committee.	Inst.	Mm. G. E. Thors-ton.	A.	Board of Directors	5	
Veria Industrial School, Wilmington.		Inst.		A.	Board of Trustees		

Salary of members	Full or part-time board	If part time, how much time required	How often board visit institution for inter-views	Indeter-minate sentence operative	Applies to what commitments	Minimum portion of sentence to be served before eligible for parole	Deduction of sentence for good behavior
				No information given.			
None	P-T.		Never.	Yes.	All.		
None	P-T.	One meeting per month.	Never.	Yes.	All.		
				No information given.			
				No information given.			
\$7 per ses-sion.	P-T.	Chairman, 4 days per week; No parole board—Superintendent makes application through committing Judge to Governor who paroles.	4 times per year.	Yes.	All except murder.	1 year.	Varies, see laws.
None	P-T.	Monthly meet-ings.	Seldom.	Yes.	Juveniles only.	22 weeks.	Varies.
None	P-T.	Varies.		Yes.	All.	Juvenile court cases, 7 to 9 months; others, one-third of sentence.	
1 at \$3,000 2 at \$2,000	P-T.		Twice weekly.	Yes.	All except lifers and habitual criminals.	Varies with crime.	Varies from 2 mo. to 5 mo. per year.
1 at \$3,000 2 at \$2,000	F-T.		Twice weekly.	Yes.	All except lifers and habitual criminals.	Varies with crime.	Varies from 2 mo. to 5 mo. per year.
				No information given except as noted.			
				No parole board—parole granted through institutional officials.			
None	P-T.	Monthly meetings.		Yes.	All.	Must earn 6,000 merita.	Depends on merita.
None		Monthly.		Yes.	Varies.	16 months.	
None	P-T.	One-half day per month.	Monthly.	No information given.		One year.	
				Yes.	All except lifers.	Minimum term.	Corresponding number of months for years of sentence.
				No information given.			
None	P-T.	Monthly meet-ings.	Never.	During minority.	All.	No set portion.	None.
None	P-T.	Quarterly meet-ings.	Monthly.	Yes.	Only those to State Farm.	One-third.	5 to 10 days per month.
None	P-T.	2 days per month.	4 days per month.	Yes.	All.	Minimum term.	5 days per month first five years; 7 1/2 days thereafter.
None	P-T.	Monthly meet-ings.		Yes.	All except def-erred sentences of over 2 yrs.	15 mo. to 3 years, depending on sen-tence.	
				Yes.	All.	15 months.	
	P-T.						
				Yes.	All.	No set portion.	

INSTITUTION, LOCATION	No. State paid parole officers	Private agencies supervise	No. on parole year of 1934	No. under State super- vision	How often contacted	Visit	Mail	No. under private agency super- vision
<b>Alabama</b>								
Boys' Industrial School, Birmingham	No information given.							
Reform School for Negro Boys, Mt. Meigs	None	No	95	None			None	
Training School for Girls, Birmingham	1	No	83	None	Frequently		None	
Kilby Prison, Montgom- ery	No information given.							
<b>Arizona</b>								
School for Girls, Randolph State Prison, Florence	No information given.		550	200	Monthly	No	Yes	None
Industrial School, Fort Grant	No parole board—	Superintendent makes application through committing Judge to Governor, who paroles.						
<b>Arkansas</b>								
Boys' Industrial School, Pine Bluff	None	No	692	None	Monthly	No	Yes	None
Cummins State Farm, Quind	No information given.							
Training School for Girls, Alexander	None	No	68	None	Monthly			
State Penitentiary, Tucker	No information given.							
<b>California</b>								
Folsom State Prison, Es- preno	17	No	2,800	All	Monthly	Yes	Yes	
State Prison, San Quentin	15	No	1,873	All	Monthly	Yes	Yes	
State Prison for Women, Tehachapi	57							
Fresno School of Industry, Ione	7	No	800	All	Monthly	Yes	Yes	None
Whittier State School, Whittier	3	No	320	All	Monthly	Every 60 days	Yes	None
Ventura School for Girls, Ventura	2	No	146	All	Monthly	Every 60 days	Yes	None
<b>Colorado</b>								
Industrial School, Golden	No information given.		200	All	Monthly	Yes	Yes	None
Industrial School for Girls, Mt. Mereson	1	No						
State Penitentiary, Canon City	None	No	2,564 (2 yrs.)	None	Monthly	No	Yes	None
State Reformatory, Buena Vista	No information given.							
<b>Connecticut</b>								
School for Boys, Meriden	2	No	546	All	Monthly	Yes		None
State Farm and Prison for Women, Naugatuck	4	Occasionally	150	All but 6	Monthly	Yes	Yes	6
State Prison, Wethersfield	2	No	182	All	When neces- sary	Yes	Yes	None
State Reformatory, Che- sire	1 Full-time 2 Part-time	Occasionally	273	283	Monthly	Yes	Yes	Very few
Long Lane Farm, Middle- town	No	No	288	All	Monthly	Yes	Yes	
<b>Delaware</b>								
Industrial School for Col- ored Girls, Marshallton	None		33					
Ferris Industrial School, Wilmington	1	No		All		Yes	Yes	None

How often con- tacted	Visit	Mail	Per- centage of violators, 1934	Per- centage returned to serve state- pined sentence	Per- centage returned to serve state- pined sentence	Percentage continued on parole	Outstanding considerations in determining fitness for parole	Approximate annual cost to institution for operation of parole
							No information given.	
			5%	3%	None		Truthfulness, honesty, industry	None
			20%	15%	5%			\$300.
							No information given.	
							No information given.	
			3%	1%	2%	1%	Past and institutional records, job on release	\$2,500.
							Parole board—Superintendent makes application through committing Judge to Governor who paroles.	
			10%	Two-thirds	None	All others		\$3,500.
							No information given.	
			41%	7%	93%	None	Ability to make social adjustments, attitude, completion of training.	\$250.
							No information given.	
			16%	6%	None		Past record, attitude, employment and home, physical and mental condition.	\$43,000, total for all State prisons.
			4.81%	0.41%	0.10%	None		
			11%	17%	None		Institutional record, home and employment, earning of 6,000 merit.	\$25,140.
			20%	50%	None			\$10,000.
			13 persons				Institutional record, physical condition, educational achieve- ments.	\$3,332.
							No information given.	
			20 persons	None	All		Mental and physical con- dition, attitude.	
			13%	9%	4%		Good behavior and expiration of minimum sentence.	
							No information given.	
			9%	2%	5%	2%	Home and environment, judgment of case con- ference.	\$7,000.
			28%	None	20%	5%	Home and job, good con- duct, physical con- dition.	\$58,882, in- cluding cost of placing inmate
			17.28%				Past and institutional record, home, job, atti- tude.	
			107 persons	26 persons	46 per- sons			\$4,000.
							Institutional record.	
							Conduct record, attitude.	\$2,872
			40%	None	20%	90%	Institutional record, mentality, home.	\$1,800.

INSTITUTION, LOCATION	Name of body granting parole	Address	Chairman	Appointed or elected	If appointed, by whom	No. of members	Length of term
<i>Delaware</i> —Continued Industrial School for Girls, Claymont.	Board of Managers	Box 27, Claymont.	Mrs. Jos. Mendin-hall.	A.	Board of Mgrs.	7.	1 yr.
Woman's Prison, Wilmington.	No information given.						
Newcastle County Workhouse, Wilmington.	Board of Parole.	Box 163, Wilmington.	Haldeman C. Stout.	A.	Judges of Superior Court.	3.	3 yrs.
<i>District of Columbia</i> D. C. Reformatory, Lorton, Virginia.	Board of Indeterminate Sentence and Parole.	Room 502, District Bldg., Wash., D. C.	Wilbur Latoro, Jr.	A.	Commissioners of D. C. Reformatory.	3.	3, 5, 7 yrs.
D. C. Workhouse, Occoquan, Va.	Information consolidated with D. C. Reformatory.						
National Training School for Boys, Washington.	Board of Trustees.	Inst.	Warren S. Martin.	A.	President of U. S.	8.	
National Training School for Girls, Washington.	Board of Public Welfare.	District Bldg., Wash., D. C.	Frederick McReynolds.	A.	Commrs. of D. C.	9.	9 yrs.
<i>Florida</i> Industrial School for Boys, Marianna.	Board of Commissioners of State Institutions.	S. C., Tallahassee.	Gov. David Shotts.	E.		7.	4 yrs.
Industrial School for Girls, Oklawaha.		S. C., Tallahassee.	Gov. David Shotts.	E.		7.	4 yrs.
State Farm, Raiford.	Board of Pardons.	S. C., Tallahassee.	Gov. David Shotts.	E.		5.	4 yrs.
<i>Georgia</i> Training School for Boys, Milledgeville.	Board of Managers.	Inst.	E. E. Lindsey.	A.	Gov.	11.	9 yrs.
Training School for Girls, Atlanta.	Board of Managers.	Inst.	E. E. Lindsey.	A.	Gov.		
State Prison Farm, Milledgeville.	Prison Commission.	Atlanta.	E. L. Rainey.	E.		3.	6 yrs.
<i>Ideaho</i> Industrial Training School, St. Anthony.	Board of Education.	S. C., Boise.	J. J. Day.	A.	Gov.	6.	3 yrs.
State Penitentiary, Boise.	Board of Pardons.	S. C., Boise.	Gov. C. B. Ross.	E.		3.	
<i>Illinois</i> State Penitentiary, Mendota.	Board of Parole.	216 E. Monroe St., Springfield.	W. C. Jones.	A.	Gov.	7.	Indefinite.
St. Charles School for Boys, St. Charles.	Board of Parole.	216 E. Monroe St., Springfield.	W. C. Jones.	A.	Gov.	7.	Indefinite.
State Farm, Vandalia.	Reply states there is no parole from this institution.						
State Penitentiary, Joliet, Stateville.	Board of Parole.	216 E. Monroe St., Springfield.	W. C. Jones.	A.	Gov.	7.	Indefinite.
State Penitentiary, Pontiac.	Board of Parole.	216 E. Monroe St., Springfield.	W. C. Jones.	A.	Gov.	7.	Indefinite.
Training School for Girls, Geneva.	Managing Officer.	Inst.	Florence Monahan.				
Reformatory for Women, Dwight.	No information given.						
<i>Indiana</i> Boys' School, Plainfield.	Board of Trustees.	Inst.	Albert A. Snyder.	A.	Gov.	4.	4 yrs.
Girls' School, Indianapolis.	Board of Trustees.	Inst.	Mrs. John W. Karp.	A.	Gov.	4.	Indefinite.
State Reformatory, Pendleton.	Board of Trustees.	Inst.	D. Deits Dean.	A.	Gov.	4.	4 yrs.
State Farm, Greencastle.	Board of Trustees.	Inst.	J. G. H. Klingler.	A.	Gov.	4.	1 yr.

Salary of members	Full or part-time board	If part time, how much time required	How often board meets for interview	Indeterminate sentence operative	Applies to what commitments	Minimum portion of sentence to be served before eligible for parole	Deduction of sentence for good behavior
None.	P-T.	Monthly meetings.	Monthly.	Yes.	No information given.	2 years.	
\$10 per session of meetings.	P-T.	16 days per year.	Monthly.	No.		One-half.	None.
None.	P-T.	4 or 5 days monthly.	Twice monthly.	Yes.	Those sentenced after July 20, 1922.	Minimum term of indefinite sentence; one-fifth of definite.	None.
None.	P-T.	Monthly meetings.	Monthly.	Yes.	Information consolidated with D. C. Reformatory.	All except those from Federal courts.	Varies according to sentence.
None.	P-T.	Monthly meetings.	Monthly.	Yes.	All except those from Federal courts.	19 months.	Varies according to sentence.
None.	P-T.	Weekly meeting.	Seldom.	Yes.	All.	1 year.	
None.	P-T.	Weekly meeting.	Seldom.	Yes.	All.	3 months.	
None.	P-T.	Weekly meeting.	Seldom.	No.	All except those from Federal courts.	One-third.	One-tenth.
\$3,500.	F-T.	1 member weekly.	Never.	Yes.	All except misdemeanants.	Minimum term.	2 to 3 months per year.
\$100.	P-T.	Monthly meetings.	Never.	Yes.	All except misdemeanors.	Must earn certain number of credits.	Varies.
Chairman, \$7,000. Others, \$5,000.	F-T.	Monthly.	Monthly.	Yes.	All except rapists, kidnaping, habitual criminal.	Minimum term.	Varies from 1 mo. to 6 mos. per year, according to term.
Chairman, \$7,000. Others, \$5,000.	F-T.	Monthly.	Monthly.	Yes.	All except juvenile and county court cases.	Minimum term.	Varies from 1 mo. to 6 mos. per year, according to term.
Chairman, \$7,000. Others, \$5,000.	F-T.	Monthly.	Monthly.	Yes.	Same as above (Menard).	Minimum term.	Varies from 1 mo. to 6 mos. per year, according to term.
Chairman, \$7,000. Others, \$5,000.	F-T.	Monthly.	Monthly.	Yes.	Same as above (Menard).	Minimum term.	Varies from 1 mo. to 6 mos. per year, according to term.
Chairman, \$7,000. Others, \$5,000.	F-T.	Monthly meetings.	Monthly.	Yes.	All.	Eleven months.	None.
\$300 and expenses \$200 and expenses.	P-T.	Monthly meetings.	Monthly.	Yes.	All.	18 months average.	Varies.
\$200 and expenses \$200 and expenses.	P-T.	Monthly meetings.	Monthly.	Yes.	All.	12 months average.	Varies.
\$300 and expenses \$200 and expenses.	P-T.	2 days monthly.	Monthly.	Yes.	All except robbery, larceny.	Minimum term.	None.
\$200 and expenses.	P-T.	Monthly meetings.	Monthly.	No.	No information given.	One-half of minimum.	Varies from 3 to 10 days monthly according to term.

INSTITUTION, LOCATION	No. State paid parole officers	Private agencies supervise	No. on parole year 1934	No. under State super- vision	How often contacted	Visit	Mail	No. under private agency super- vision
<i>Delaware</i> —Continued Industrial School for Girls, Claymont.	1 Full-time 1 Part-time	No.	88	All	Monthly	Yes		None
Women's Prison, Wilming- ton.	No information given.							
Newcastle County Work- house, Wilmington.	1	No.	60	All	Twice monthly.	Yes	Yes	None
<i>District of Columbia</i> D. C. Reformatory, Lon- don, Virginia.	1	Supervisor conditional releases.	225	99%	Monthly	Yes	Yes	99%
D. C. Workhouse, Occo- quan, Va.	Information	consolidated with D. C. Reformatory.						
National Training School for Boys, Washington.	1	Occasionally.	188	None	Monthly	Yes	Yes	None
National Training School for Girls, Washington.	1	No.	110	All	Monthly	Yes	Yes	None
<i>Florida</i> Industrial School for Boys, Marianna.	None	Yes.						
Industrial School for Girls, Ocala.	None	Yes.	50	"Few"	Unknown			Unknown
State Farm, Raiford	None		200	None				
<i>Georgia</i> Training School for Boys, Milledgeville.	None		150	None			Yes	
Training School for Girls, Atlanta.	None	Occasionally.	190	None	4 times yearly	No	Yes	
State Prison Farm, Mill- edgeville.	None	Yes.						
<i>Idaho</i> Industrial Training School, St. Anthony.	1	Yes.	240	All	As needed	Yes	Yes	
State Penitentiary, Boise.	1	No.	3	All	Monthly	Yes	Yes	
<i>Illinois</i> State Penitentiary, Menard	None	No.	1,662	All	Monthly	Yes	Yes	None
St. Charles School for Boys, St. Charles.	None	No.	887	All	Monthly	Yes	No	None
State Farm, Vandalia.	Reply states	there is no parole from this institution.						
State Penitentiary, Joliet, Stateville.	No.			All	Monthly			
State Penitentiary, Pontiac	No.			All	Monthly			
Training School for Girls, Geneva.	None in institution		254					
Reformatory for Women, Dwight.	No information given.							
<i>Indiana</i> Boys' School, Plainfield.	4	No.	500	All	Monthly	Yes	Yes	None
Girls' School, Indianapolis.	2	No.	121	All	Monthly	Yes	Yes	None
State Reformatory, Pendle- ton.	7 in coop- eration with State Prison.	No.	2,066	1,874	Twice monthly.	Yes	Yes	None
State Farm, Greencastle.	None	No.	81		Monthly	No	Yes	None

How often con- tacted	Visit	Mail	Per- centage of visitors, 1934	Per- centage returned to serve new sentence	Per- centage returned to serve same prior sentence	Percentage continued on parole	Outstanding conditions in determining fitness for parole	Approximate annual cost to institution for operation of parole
			19.1%	All			Completion of vocational and educational re- quirements, health, attitude.	\$2,500.
						No information given.		
			8.8%		60%	None	Home and job, past record, institutional record, attitude.	\$4,000.
			9.47%				Institutional work; con- duct and medical records, home and job.	\$4,500.
						Information consolidated with D. C. Reformatory.		
			20%	4%	99.6%	None	Conduct record, job, home, attitude.	
			18%	18%	None	82%	Conduct record, job, home, attitude.	\$2,240.
				12.30%			Every phase of indivi- dual's record.	
				7%	3%	4%	Mentality, attitude, home, institutional record.	
			12 persons.	6 persons.	12 per- sons.		Institutional record, job, recommendations of friends or relatives.	
			6%	5 or 6%			Attitude, institutional record, adaptability, Home, education.	\$25 for postage.
							Previous and institution- al record, attitude.	
			18.2%	None	15%	3.2%	Conduct record, suitable home.	\$2,000.
			None	None	None	None	Conduct record, prior record.	\$2,000.
			12.87%	.66 of 1%	5.23%	1.14%	Crime committed, educa- tion and environment.	
			35.8%				Conduct, attitude, work record.	
							Reply states there is no parole from this institution.	
							Crime committed, educa- tion and environment. Crime committed, educa- tion and environment.	
							Conduct record, comple- tion of training.	
						No information given.		
			25%	All			Conduct record, comple- tion of training.	\$5,000.
			9%	All			Conduct record, comple- tion of training.	\$1,782.
			13.45%	19%	25.56%	7.54%	Institutional record, criminal history, atti- tude, home and job.	\$20,000.
			None	None	None	None	Attitude, criminal record, need by dependents.	



INSTITUTION, LOCATION	Name of body granting parole	Address	Chairman	Appointed or elected	If appointed, by whom	No. of members	Length of term
<i>Indiana</i> —Continued State Prison, Michigan City.	Board of Commissioners of Paroled Prisoners	Inst. ....	J. T. Arbuuckle . . .	A . . .	Gov. ....	4	4 yrs.
Women's Prison, Indianapolis.	Board of Parole	Inst. ....	Mrs. C. J. Dunn . . .	A . . .	Gov. ....	4	Indefinite.
<i>Iowa</i> Men's Reformatory, Anamosa.	Board of Parole	Box 42, Des Moines.	G. M. Simpson . . .	A . . .	Gov. ....	3	6 yrs.
State Penitentiary, Fort Madison.	Board of Parole	Box 42, Des Moines.	G. M. Simpson . . .	A . . .	Gov. ....	3	6 yrs.
Training School for Boys, Eldon.	Board of Control	S. C., Des Moines.	E. H. Felton . . .	A . . .	Gov. ....	3	6 yrs.
Training School for Girls, Mitchellville.	No information given.						
Women's Reformatory, Rockwell City.	No information given.						
<i>Kansas</i> Industrial School for Boys, Topeka.	Board of Administration	S. C., Topeka.	Dr. J. M. Scott . . .	A . . .	Gov. ....	3	Indefinite.
Industrial School for Girls, Beloit.	No information given.						
State Reformatory, Hutchinson.	Board of Administration	S. C., Topeka.	Dr. J. M. Scott . . .	A . . .	Gov. ....	3	Indefinite.
State Penitentiary, Lansing.	No information given.						
State Farm for Women, Lansing.	No information given.						
<i>Kentucky</i> State Reformatory, Frankfort.	Department of Public Welfare	S. C., Frankfort.	Frederick W. Walls . . .	A . . .	Gov. ....	5	4 yrs.
State Penitentiary, Edgelyville.	No information given.						
House of Reform, Greenbush.	No information given.						
Houses of Reform (Girls), Greendale.	Parole Committee	S. C., Frankfort.	Miss Ella Lewis . . .	A . . .	Gov. ....	5	4 yrs.
<i>Louisiana</i> Industrial School for Girls, Alexandria.	Paroles granted through Juvenile Court	Juvenile Court	Judges and Superintendent.				
Training Institute for Boys, Monroe.	No information given.						
State Penitentiary, Angola.	Board of Parole	Box 1051, Baton Rouge.	W. J. Broadwell . . .	A . . .	Gov. ....	3	Indefinite.
<i>Maine</i> Reformatory for Men, So. Windham.	Board of Parole	S. C., Augusta.	Geo. W. Leadbetter . . .	A . . .	Gov. ....	3	Indefinite.
Reformatory for Women, Skowhegan.	Board of Parole	S. C., Augusta.	Geo. W. Leadbetter . . .	A . . .	Gov. ....	3	Indefinite.
School for Boys, South Portland.	Board of Parole	S. C., Augusta.	Geo. W. Leadbetter . . .	A . . .	Gov. ....	3	Indefinite.
School for Girls, Hallowell.	Superintendent and Parole Officer	Inst. ....	Inst. ....				
State Prison, Thomaston.	Board of Parole	Inst. ....	Geo. W. Leadbetter . . .	A . . .	Gov. ....	3	7 yrs.
<i>Maryland</i> House of Reformation for Negro Boys, Cheltenham.	No information given.						
Industrial Home for Colored Girls, Belvale.	No information given.						
Training School for Boys, Loch Haven.	Board of Managers	10 South St., Baltimore.	Lawson Riggs . . .	A . . .	Gov. ....	9	6 yrs.
Maryland House of Correction, Jessup.	Advisory Board of Parole	Lightart Bldg., Baltimore.	W. David Tighman . . .	A . . .	Gov. ....	1	2 yrs.
Maryland Penitentiary, Baltimore.							
State Farm for Men, Bethesda.							
State Farm for Women, Bethesda.							
Montrose School for Girls, Reisterstown.	Superintendent	Inst. ....					None.

Salary of members	Full or part-time board	If part time, how much time required	How often board visit institution for interviews	Indeterminate sentence operative	Applies to what commitments	Minimum portion of sentence to be served before eligible for parole	Deduction of sentence for good behavior
\$100 and expenses.	P-T	4 days monthly	4 days monthly	Yes	All except robbery and other major crimes.	Minimum term.	
\$100 and expenses.	P-T		Monthly.	Yes	All except robbery and other major crimes.	Minimum term.	Varies.
\$3,000 . . .	P-T		Every 2 months 2 months.	Yes	All except lifers.	No set portion.	
\$2,000 . . .	P-T		Every 2 months 2 months.	Yes	All except lifers.	No set portion.	
\$3,800 . . .	P-T			Yes	All . . .	Varies.	
					No information given.		
					No information given.		
\$3,000 . . .	F-T		Never . . .	Yes	All . . .	All of sentence . . .	None.
\$3,000 . . .	P-T			Yes	All . . .	10 to 16 months . . .	5 days monthly.
					No information given.		
					No information given.		
Chairman, \$3,000. Others, \$2,000.	F-T		Monthly . . .	No . . .		Average of one-half . . .	7 to 10 days per month.
	P-T		Monthly . . .	No . . .			
					No information given.		
	P-T	2 meetings monthly.	Monthly . . .	No . . .		Average of 79 weeks . . .	18 weeks.
					Paroles granted through Juvenile Court	No set portion . . .	None.
					Judges and Superintendent.		
					No information given.		
	P-T	3 days monthly.	Monthly . . .	Yes	All . . .	Minimum term . . .	None.
	P-T	1 day monthly.	Monthly . . .	Yes	All . . .	1 year . . .	1 month per year.
	P-T		No stated time.	Yes	All . . .	1 year . . .	None.
	P-T	Monthly meetings.	At request . . .	Yes	All . . .	1 year . . .	
	P-T	Monthly meetings.	Monthly . . .	Yes	All . . .	Minimum less good time . . .	7 days per month.
					No information given.		
					No information given.		
None . . .	P-T	1 day monthly . . .				Varies . . .	
\$4,000 . . .	P-T	2 hours daily . . .	When necessary . . .	No . . .		One-third . . .	5 days monthly.
				Yes . . .		1 to 2 years . . .	

INSTITUTION, LOCATION	No. State paid parole officers	Private agencies supervise	No. on parole year of 1934	No. under State super- vision	How often contacted	Visit	Mail	No. under private agency super- vision
<i>Indiana—Continued</i>								
State Prison, Michigan City	4	No.	765	550	Monthly	Yes	Yes	None.
Women's Prison, Indian- apolis	1	Yes	77	All	Monthly	Yes	Yes	27 under partial super- vision.
<i>Iowa</i>								
Men's Reformatory, An- son	2	Yes	500	All	Monthly	Yes	Yes	
State Penitentiary, Fort Madison	2							
Training School for Boys, Edgemoor	3	Yes	500	All	Monthly	Yes	Yes	
Training School for Girls, Mitchellville	3	No information given.						
Women's Reformatory, Rockwell City	3	No information given.						
<i>Kansas</i>								
Industrial School for Boys, Topeka	5	No.	158	All	Monthly	Yes	Yes	None.
Industrial School for Girls, Bent	5	No information given.						
State Reformatory, Hutch- inson	7	No.	350	All	Monthly	Yes	Yes	None.
State Penitentiary, Lau- rence	7	No information given.						
State Farm for Women, Lawrence	7	No information given.						
<i>Kentucky</i>								
State Reformatory, Frank- fort	9	No.	From 1/1/32 to 5/15/33, 6,148.	All	Monthly for 1 year.	Yes	Yes	None.
State Penitentiary, Eddy- ville	9							
House of Reform, Green- dale	2	No.	79	All	Monthly	Yes	Yes	None.
House of Reform (Girls), Greendale	2	No.	79	All	Monthly	Yes	Yes	None.
<i>Louisiana</i>								
Industrial School for Girls, Alexandria	None	Yes	20	None	As required.		7.	None.
Training Institute for Boys, Monroe	2	No.		All	As required.			None.
State Penitentiary, Ango- la	2	No.		All	As required.			None.
<i>Maine</i>								
Reformatory for Men, So. Windsor	3	No.	300	All	Monthly	No.	Yes	None.
Reformatory for Women, Shawmut	1	No.	80	All	Monthly	Yes	Yes	None.
School for Boys, So. Port- land	None	No.	102	None	Monthly	Yes	Yes	None.
School for Girls, Hallowell	1	No.	60	All	Monthly	Yes	Yes	None.
State Prison, Thomaston	1	Occasionally	121	All	When necessary.	Yes	Yes	None.
<i>Maryland</i>								
House of Reformation for Negro Boys, Chelten- ham	1	No.						
Industrial Home for Col- ored Girls, Melville	1	No.						
Training School for Boys, Loth Raven	1	Yes	400	All	Once	Yes		None.
Maryland House of Cor- rection, Jessup	1	No.	158	All	Varies	Yes	Yes	None.
Maryland Penitentiary, Baltimore	3	No.	100	All	Varies	Yes	Yes	None.
State Farm, Breath- sville	85		85	All	Varies	Yes	Yes	None.
Montrose School for Girls, Baltimore	1		55	All	Twice monthly	Yes		None.

How often con- tacted	Visit	Mail	Per- centage of violators, 1934	Per- centage re- turned to serve new sentence	Per- centage re- turned to serve un- served sentence	Percentage continued on parole	Outstanding considerations in determining fitness for parole	Approximate annual cost to institution for operation of parole
			18.72%	27.4%	33.1%	3.6%	Nature of offense, atti- tude, job and home on release.	\$14,000.
Monthly for 6 months.	Yes	Yes	7.7%	None	None	All	Future plans, health, attitude.	\$2,000.
			20%	5%	5%	10%	Institutional record, attitude.	\$7,000.
							No information given.	
							No information given.	
			30%	25%	None	40%	Home conditions, mental and physical abilities, institutional record.	\$,320
							No information given.	
			9.4%				No information given.	
							No information given.	
							Institutional and pre- vious record.	
							No information given.	
			663 persons	603 persons	60 per- sons	None	Prior criminal record, attitude, institutional record.	
							No information given.	
			3.8%		4.5%		Institutional conduct, attitudes.	
Monthly	Yes	Yes	30%	20%		10%	Abilities, attitudes, facili- ties for supervision.	
							No information given.	
			2%	1%			Prison record, crime com- mitted.	
			8%	3%			Institutional conduct, ability to be self-sup- porting.	
			10%	1.3%	3.3%	2.5%	Attitude, record in insti- tution.	\$1,644.
			13.4%	All			Health, training, ability to adjust, job, home.	None.
			8%	None	6%	1%	Institutional record and conduct.	\$3,500.
							No information given.	
							No information given.	
							No information given.	
			21%				Completion of training course.	\$7,000.
			9.1%		All	None	Prior record, institutional record, adaptability, parole program.	\$18,000 total for State.
			9.1%			None		
			3.5%			None		



INSTITUTION, LOCATION	No. State paid Parole officers	Private agencies supervise	No. on parole year of 1934	No. under State supervision	How often contacted	Visit	Mail	No. under private agency supervision
Massachusetts								
Industrial School for Boys, Shirley			No information given.					
Industrial School for Girls, Lawrence			No information given.					
Lyman School for Boys, Westboro	15	No.	1,388	All	Monthly	Yes	Yes	None
State Reformatory, West Concord	15 for State	No.	1,420					
Reformatory for Women, Framingham	15 for State	Yes	462	One-half	Monthly	Yes	Yes	5%
State Farm, So. Bridgewater	15 for State	No.	2,640	All	Monthly	Yes	Yes	
State Prison, Charlestown	15 for State	No.		All	Monthly	Yes	Yes	None
State Prison Colony, Norfolk	15 for State	No.		All	Monthly	Yes	Yes	None
Michigan								
State Reformatory, Ionia		No.	3,000	All	Varies			None
Boys' Vocational School, Lansing			216					
Girls' Training School, Adrian	2		182	All	Monthly	Yes	Yes	
State Prison, Jackson			See above remarks concerning Michigan Reformatory.					
State House of Correction, and Branch of State Prison, Marquette			See above remarks concerning Michigan Reformatory.					
Detroit House of Correction, Plymouth			See above remarks concerning Michigan Reformatory.					
Minnesota								
School for Girls, Sauk Center	5	No.	228	All	Monthly	Yes	Yes	None
State Reformatory, St. Cloud		No.	222	All	Every 8 weeks	Yes	Yes	None
Reformatory for Women, Shakopee	8	No.	9	All		Yes	Yes	None
State Prison, Stillwater		No.		All		Yes	Yes	None
Training School for Boys, Red Wing	4	No.	718	All	10 times per year	Yes	Yes	None
Mississippi								
Industrial and Training School, Columbia	None	No.	1,400	None	Some monthly, others not at all		Yes	None
State Penitentiary, Parchman			202					

How often contacted	Visit	Mail	Percentage of violators, 1934	Percentage returned to serve unexpired sentence	Percentage returned to serve unexpired sentence	Percentage continued on parole	Outstanding considerations in determining fitness for parole	Approximate annual cost to institution for operation of parole
Massachusetts								
			No information given.					
			No information given.					
			25%	None	All	None	Conduct, effort, attitude.	\$60,000.
			20%				Prior criminal record.	See State total.
Monthly	Yes	Yes	12%	2 persons	11%	2 persons	Health, job, home, institutional record.	See State total.
			45%			None		
			38 persons	38 persons			Institutional and criminal record, work record, job and home on release, nature of offense.	\$75,000. total for State.
			Statistics not available.					
			7.24%	5.19%	None	None	Prison conduct, degree of reformation, home situation, nature of crime.	\$57,600.
			52 persons				Completion of requirements, home, attitude.	
			13.6%	None	75%		Completion of requirements, home, attitude.	\$5,400.
			See above remarks concerning Michigan Reformatory.					
			See above remarks concerning Michigan Reformatory.					
			See above remarks concerning Michigan Reformatory.					
			27%		71%		Attitude, health, institutional record.	\$15,000.
			18%	4.6%	13.6%		Institutional record, attitude, prior record, home, employment.	\$20,000.
			1 person		1 person			
			10.4%	2.4%	8%		Institutional progress, home, job.	\$12,616.
			4 persons	4 persons			Institutional progress record.	
							Conduct, nature of crime.	

INSTITUTION, LOCATION	Name of body granting parole	Address	Chairman	Appointed or elected	If appointed, by whom	No. of members	Length of term
<i>Missouri</i> Training School for Boys, Booneville.	Board of Pardon and Parole.	Geo. D. Bryant	Jefferson City	A	Gov.	3	4 yrs.
Industrial Home for Girls, Chillicothe.	Board of Pardon and Parole.	Geo. D. Bryant	Jefferson City	A	Gov.	3	4 yrs.
State Penitentiary, Jefferson City.	Board of Pardon and Parole.	Geo. D. Bryant	Jefferson City	A	Gov.	3	4 yrs.
Alcoa Farms Reformatory, Jefferson City.	Board of Pardon and Parole.	Geo. D. Bryant	Jefferson City	A	Gov.	3	4 yrs.
Home for Negro Girls, Tipton.	No information given.						
<i>Montana</i> State Industrial School, Miles City. State Prison, Deer Lodge.	Board of Prison Commissioners.	S. C., Helena.	Gov. Elmer Holt	E		3	4 yrs.
Vocational School for Girls, Helena.	No information given.						
<i>Nebaska</i> Girls' Training School, Geneva. Industrial School, Kearney. State Penitentiary, Lincoln. Reformatory for Men, Lincoln.	Board of Control. Board of Pardon and Parole. Board of Pardon and Parole.	S. C., Lincoln. Gov. R. L. Cochran. Gov. R. L. Cochran.	W. E. Hager. Gov. R. L. Cochran. Gov. R. L. Cochran.	A E E	Gov.	3 3 3	6 yrs. Indefinite. Indefinite.
Reformatory for Women, York.	Board of Pardon and Parole.	S. C., Lincoln.	Gov. R. L. Cochran.	E		3	Indefinite.
<i>Nevada</i> School of Industry, Elko. State Penitentiary, Carson City.	Board of Governors. Board of Pardon and Parole.	Inst. S. C., Carson City	Wm. Settlinger. Gov. R. E. Kirman.	A E	Gov.	5 5	4 yrs. Indefinite.
<i>New Hampshire</i> Industrial School, Manchester. State Prison, Concord.	Board of Trustees. Board of Trustees.	Inst. Inst.	Chas. H. Brackett. Clarence I. Hurd.	A A	Gov.	5 7	5 yrs. 5 yrs.
<i>New Jersey</i> State Prison, Trenton. Prison Farm, Bordentown. Prison Farm, Leesburg. Reformatory for Women, Clinton. State Home for Boys, Jamesburg. State Home for Girls, Trenton. State Reformatory, Rahway. State Reformatory, Asanahula.	Board of Managers.	Inst.	Dr. R. R. Johnson. Mrs. Lucie Coggeshall. Maxwell G. Rockhill. Mrs. Leon Chubberty. Newton A. K. Hughes. Judge G. K. Large.	A	Central Board of Control.	7	3 years.
<i>New Mexico</i> Industrial School, Springer. State Penitentiary, Santa Fe.	No information given. Board of Penitentiary Commissioners.	Inst. Inst.	Henry Dendahl.	A	Gov.	5	4 yrs.

Salary of members	Full or part-time board	If part time, how much time required	How often board visit institution for interview	Indeterminate sentence cooperative	Applies to what commitments	Minimum portion to be served before eligible for parole	Deduction of sentence for good behavior	
Chairman, \$1,600; others, \$1,200.	F-T		When necessary.	No				
Chairman, \$1,600; others, \$1,200.	F-T		Never	No		Varies		
Chairman, \$1,600; others, \$1,200.	F-T		Twice monthly.	No		One-fifth	Five-twelfths.	
Chairman, \$1,600; others, \$1,200.	F-T		Monthly.	No		Seven-twelfths	Five-twelfths.	
			No information given.					
			No information given.					
	P-T		Never	No		One-half	One month per year and up.	
			No information given.					
\$3,600	F-T		Every 3 months.	Yes	All	Average of 14 mos.	6 months.	
	F-T		Monthly meeting.	Yes	First offenders.	Varies	2 months per year and up.	
	F-T		Monthly meetings.	Yes	All but definite terms.	Varies	Varies.	
	P-T		Monthly meetings.	Yes	Secretary monthly, members never.	One-third	10 days monthly.	
None	P-T		On request of Supt.	Yes	All	No set portion	No set portion.	
None	P-T		6 days per year.	Yes	All	Minimum term	2 months per year and up.	
None	P-T		Monthly meeting.	Yes	All	No set portion	No set portion.	
None	P-T		2 days monthly.	Yes	All but lifers.	Two-thirds	3 days per month.	
						Minimum term less good time.	2 months per year and up.	
None	P-T		Monthly meetings and special services.	Yes	All	No set portion	None.	
			No information given.					
\$200	P-T		Bi-monthly meetings.	Yes	All	Minimum term	1 month per year and up.	

INSTITUTION, LOCATION	No. State paid parole officers	Private agencies supervise	No. on parole year of 1934	No. under State supervision	How often contacted	Visit	Mail	No. under private agency supervision
<i>Massachusetts</i>								
Training School for Boys, Bourville.	1	Yes	388	368	Monthly	Yes	Yes	20.
Industrial Home for Girls, Chillicothe.	1	Yes	97	74	Monthly	Yes	Yes	23.
State Penitentiary, Jefferson City.	None	Yes	400	None	Every 60 days.	No.	Yes	75.
Algon Farms Reformatory, Jefferson City.	3	No	560	All	Monthly	Yes	Yes	
Home for Negro Girls, Tipton.			No information given.					
<i>Montana</i>								
State Industrial School, Miles City.			No information given.					
State Prison, Deer Lodge.	None		193	None	Monthly		Yes	
Vocational School for Girls, Helena.			No information given.					
<i>Nbraska</i>								
Girls' Training School, Omaha.			No information given.					
Industrial School, Kearney.	1	Yes	431	All	Monthly	Once per year.	Yes	None.
State Penitentiary, Lincoln.	2	No	170	All	Monthly		Yes	None.
Reformatory for Men, Lincoln.	2	Yes	All	All	Monthly	No	Yes	
Reformatory for Women, York.	1	No	1	All	Occasionally.	Yes	Yes	None.
<i>Nevada</i>								
School of Industry, Elko.	1	No	43	22	Every 3 months.	Every 2 months.	Monthly	None.
State Penitentiary, Carson City.	None	Yes	76	All	Every 2 months.	Yes	Yes	None.
<i>New Hampshire</i>								
Industrial School, Manchester.	One, and two socia workers.	Occasionally.	173	All	As case demands.	Yes		Varies.
State Prison, Concord.	2	Occasionally.	175	169	Monthly	Every 3 months.	Monthly	6.
<i>New Jersey</i>								
State Prison, Trenton.	Total of 23 for State.		651	418	As often as necessary on a case work basis.	Yes	Yes	None.
Prison Farm, Leesburg.								
Reformatory for Women, Clinton.								
State Home for Boys, Jamesburg.								
State Home for Girls, Trenton.								
State Reformatory, Rahway.	1,993							
State Reformatory, Am- mansdale.	1,623							
<i>New Mexico</i>								
Industrial School, Springer	None	No	No information given.					
State Penitentiary, Santa Fe.			230		Monthly	No	Yes	

How often con- tacted	Visit	Mail	Per- centage of violators, 1934	Per- centage returned to serve new sentence	Per- centage returned to serve un- served sentence	Percentage examined on parole	Outstanding considerations in determining status for parole	Approximate annual cost to institution for operation of parole
Monthly	Yes	Yes	16.2%	1%	8%	None	Prior record, health, institutional record, attitude, time served, character of indi- vidual, home.	\$4,000.
Monthly	Yes	Yes	7.7%	None	All	None		\$1,946.
Every 60 days.	Yes	Yes	4%	3.5%		None	Conduct, time served, attitude, home, job, institutional achieve- ments.	\$7,000.
			.048%	None	.41%	None		
							No information given.	
							No information given.	
			5%	None	5%	None	Age, attitude, nature of crime.	
							No information given.	
							No information given.	
			4.2%	None	3.01%	None	Conduct, attitude, home.	\$2,500.
			18%			None	Facts of crime, attitude, prior record.	
			207 per- sons.	None	21 per- sons.	None	Past and institutional record.	\$16,000.
			1 person.	None	1 person	None	Institutional record, atti- tude.	
			28%	All			Institutional and school record, character im- provement.	\$2,000.
			1.316%	None	All	None	Prior and institutional record, attitude, record of accomplish- ments.	
			14 persons.	None	All		Adjustability, home, at- titude, reliability.	\$4,000
Monthly	Yes	Yes	19%	6%	63% 9%		Prior record, conduct, home, job, attitude.	\$5,440
							(Fiscal year ending June 30, 1934)	
			2.9%				Completion of training in institution, atti- tude, physical fit- ness, reliable home situation, satisfac- tory employment arrangements.	\$9,118, total for State.
			6.2% total for reformato- ries.					
			7.1% total for home for juveniles.					
							No information given.	
							Prior criminal record, ex- piration of minimum term.	



INSTITUTION, LOCATION	No. State paid parole officers	Private agencies supervise	No. on parole year 1934	No. under State super- vision	How often contacted	Visit	Mail	No. under private agency super- vision
<i>New York</i>								
Auburn Prison, Auburn...	Staff of 154; Officers: 94.	No	Total re- leased: 5,694. Grand total on parole at six one time dur- ing year: 11,188; on parole at end of year: 8,972.	All	At least monthly and as often as required.	Yes	Yes	None.
Great Meadow Prison, Conestoga.								
Clinton Prison, Dannemore.								
Sing Sing Prison, Ossining.								
Albion Prison, Albion.								
Wallkill Prison, Wallkill.								
State Prison for Women, Bedford.								
Elmira Reformatory, Elmira.								
Institution for Male Defective Delinquents, Napanoch.								
Institution for Defective Delinquents, Wood- bourne.								
<i>North Carolina</i>								
State Prison, Raleigh	4	No	4,000	None				
Industrial School for Girls and Women, Eagle Springs.	None	No	161	None				
Stonewall Jackson Train- ing School, Concord.	None	No		None	Occasionally	Yes	Yes	
Training School for Boys, Rock Mount.	None		370					
Morrison Training School.					No information given.			
Industrial Farm Colony for Women, Kinston.					No information given.			
<i>North Dakota</i>								
State Penitentiary, Bis- marck.					No information given.			
Training School, Mandan.	1	No	400 to 600	250	Twice per year.	Yes	Yes	None.
<i>Ohio</i>								
Boys' Industrial School, Lancaster.	4	No	748	718				
Girls' Industrial School, Delaware.	5	No	444	325	Monthly	Yes	Yes	None.
Reformatory for Women, Mayville.	2	No	206	97	Monthly	Yes	Yes	None.
State Penitentiary, Colum- bus.	23	No	1,465	All	Monthly	Yes	Yes	None.
London Prison Farm, Lon- don.	21	No	582	480	Monthly	Yes	Yes	None.
State Reformatory, Mans- field.					No information given.			
<i>Oklahoma</i>								
State Penitentiary, McAl- ister.	None	No	2,031	None	Monthly		Yes	None.
State Reformatory, Grin- nle.	1	No		All	Monthly		Yes	None.
Industrial School for White Girls, Penunseh.					No information given.			
Training School for Negro Girls, Foley.					No information given.			
Training School for Negro Boys, Foley.					No information given.			
Training School for White Boys, Paula Valley.					No information given.			

How often con- tacted	Visit	Mail	Per- centage of violators, 1934	Per- centage returned to serve new sentence	Per- centage returned to serve unsu- pervised sentence	Percentage continued on parole	Outstanding considerations in determining fitness for parole	Approximate annual cost to institution for operation of parole
			948 persons declared delin- quent in 1934.	95 persons	104 per- sons.	180 persons arrest- ed and returned because of circumstances causing the arrest, pending final disposition of case.	"If parole board is of opinion that there is reasonable probability that parolee will live and remain at liberty without violating the final disposition of case, and that his re- lease is not incompati- ble with welfare of society."	\$381,220 total (for 1934).
			335 persons declared delin- quent who were released during 1934.			Remaining 510 cases pending final disposition.		
			5%	2.5%	2.5%	None	Conduct, attitude, views of officials. Age, attitude, general fitness.	Note: New law pend- ing in this State.
			15%	5%	None	5%	Institutional record, age, home, job.	
			3 persons				Conduct and record in institution.	
							No information given.	
							No information given.	
							No information given.	
			11%	Less than 3%	Less than 5%	5%	Institutional record, home, job, attitude.	\$10.
			23%	7%	22%	None	Conduct, home, job, mentality.	\$15,000.
			66 persons	121 per- sons.	4 persons	None	As above, and comple- tion of requirements, law-abiding citizenship.	\$15,462.
			6.4%	None	None	None	Social background, con- duct, attitude.	
			11%	21%	37%	45%	Prior record, institutional record, home and job.	
							No information given.	
			75%	None	All	None	Job, prison record, attitude, length of term, home.	None. \$6,000.
			10%	All	None	None	Adjustment to program, home, attitude.	
							No information given.	
							No information given.	
							No information given.	



INSTITUTION, LOCATION	Name of body granting parole	Address	Chairman	Appointed or elected	If appointed, by whom	No. of members	Length of term
<i>Oregon</i> Industrial School for Girls, Salem.	No information given.						
State Penitentiary, Salem.	Board of Parole.	S. C. Salem.	W. H. Treese.	A.	Gov.	3	4 yrs.
Training School for Boys, Woodburn.	Board of Parole.	S. C. Salem.				3	4 yrs.
<i>Pennsylvania</i> Eastern State Penitentiary, Philadelphia.	Board of Managers.	Inst.	Dr. Guy T. Holcombe	A.	Gov.	9	Indefinite.
Glen Mills Schools, Glen Mills.	Board of Managers.	Inst.	Chas. E. Fox.	A.	Court and Phila. County Board of Judges.	25	3 yrs.
Penna. Training School, Morgantown.	Board of Trustees.	Inst.	W. D. Cotterel.	A.	Gov.	9	4 yrs.
Industrial Home for Women, Muncy.	Board of Trustees.	Inst.	Mrs. E. C. McCormick.	A.	Gov.	9	4 yrs.
Industrial School, Easton.	Board of Trustees.	Inst.	Mary M. Sheehy.	A.	Gov.	9	4 yrs.
Western State Penitentiary, Pittsburgh, and Rockyview Branch, Bellefonte.	Board of Trustees.	Box A, North Side Station, Pittsburgh.	Erwin C. May.	A.	Gov.	9	4 yrs.
Sixleton Farm School for Girls, Darlington.	No information given.						
<i>Rhode Island</i> Oakland School for Girls, Howard.	Department of Public Welfare.	S. C. Providence.	John E. Donley, M. D.	A.	Gov.	2	Indefinite.
Sockanosset School for Boys, Howard.	Chief of Probation Department.	S. C. Providence.				6	Indefinite.
Reformatory for Women, Howard.	Department of Parole.*	S. C. Providence.	Gov. T. F. Green.	E.		5	6 yrs.
State Prison and Prisoners County Jail, Howard.	Board of Parole*.	S. C. Providence.	Gov. T. F. Green.	E.		5	6 yrs.
Reformatory for Men, Howard.							
<i>South Carolina</i> Industrial School for Boys, Florence.	Board of Public Welfare.	S. C. Columbia.	Gov. O. D. Johnson.	E.		7	7 yrs.
Reformatory for Negro Boys, Columbia.	Board of Public Welfare.	S. C. Columbia.	Gov. O. D. Johnson.	E.		7	7 yrs.
Industrial School for Girls, Columbia.	No information given.						
State Farm, Hagood.	No information given.						
State Farm, Boykin.	No information given.						
State Penitentiary, Columbia.	Reply states "No parole system or board."				All clemency granted by Governor."		
<i>South Dakota</i> Training School, Plankinton.	Board of Charities and Corrections.	Inst.	Leo F. Craig.	A.	Gov.	3	6 yrs.
State Penitentiary, Sioux Falls.	No information given.						
<i>Tennessee</i> State Penitentiary, Nashville.	No information given.						
Brushy Mountain Penitentiary, Petros.	Advisory Board of Pardons and Paroles.	202 Memorial Bldg., Nashville.	Dr. E. W. Cooke.	A.	Gov.	2	2 yrs.
Training and Agricultural School, Florenceville.	Advisory Board of Pardons and Paroles.	202 Memorial Bldg., Nashville.	Dr. E. W. Cooke.	A.	Gov.	2	2 yrs.

\*Department of Public Welfare for reformatory and short-term jail cases. Parole Board for prison and jail cases.

Salary of members	Full or part-time board	If part time, how much time required	How often board visit institution for interview	Indeterminate sentence operative	Applies to what commitments	Minimum portion of sentence to be served before eligible for parole	Deduction of sentence for good behavior
				No information given.			
None.	P-T.	Monthly meetings.	Monthly.	Yes.	All but repeaters and those sentenced for violence.	One-half less good time.	5 days per month and up.
				Yes.	All.	3 months.	
None.	P-T.		Twice monthly.	No.		Minimum term.	None.
None.	P-T.	Semi-monthly meetings.	Monthly.	Yes.	All.	2 years.	6 months.
None.	P-T.	Semi-monthly meetings.	Monthly.	Yes.	All.	Average 18 months.	Varies.
None.	P-T.	Monthly meetings.	Never.	Yes.	Varies.	Average 18 months.	None.
None.	P-T.	Monthly meetings.	Never.	Yes.	All.	Average 1 year.	Varies.
None.	P-T.	Monthly meetings.	Monthly.	Yes.	All but lifers.	Minimum term.	None.
				No information given.			
Director, \$6,000.	F-T.		Monthly.	No.		Average one and one-half years.	
None.	P-T.	Monthly meetings.	Never.	No.		Average 9 months.	Varies.
	P-T.	Monthly meetings.		No.		One-half to one-third of term.	As many days per month as years of sentence.*
	P-T.	Monthly meetings.	Monthly.	No.		One-half of sentence.	As many days per month as years of sentence.*
None.	P-T.	Quarterly meetings.	Never.	No.		At discretion of board.	
				No information given.		Average of 1 year.	20% of term.
				No information given.			
				No information given.			
				Reply states "No parole system or board."			
\$1,000.	P-T.	Subject to call.	Monthly.	Yes.	All.	1 year.	None.
				No information given.			
				No information given.			
	F-T.		Every 2 months.	Yes.	All.	Minimum term.	3 months per year and up.
	F-T.			Yes.	Varies.	One-half.	None.

\*Maximum allowed five days per month.

INSTITUTION, LOCATION	No. State paid parole officers	Private agencies supervise	No. on parole year of 1934	No. under State supervision	How often contacted	Visit	Mail	No. under private agency supervision
Oregon								
Industrial School for Girls, Salem.			No information given.					
State Penitentiary, Salem.	1	No	284	All	No set time		Yes	None.
Training School for Boys, Woodburn.	3	No	500 to 600	All	Monthly	Yes	Yes	
Pennsylvania								
Eastern State Penitentiary, Philadelphia.		No	2,100	All	Monthly			None.
Clear Mills School, Clear Hills.	7	Yes	746	725	7 times per year.	Yes	Yes	21.
Pewee Training School, Morgantown.	6	Yes	1,531	All	Every 2 or 3 months.	Yes	Yes	"Few."
Industrial Home for Women, Muncy.	2	Yes	108	95	Monthly	Yes	Yes	3.
Industrial School, Huntspoon.	1	No	588	All	Monthly	Yes		None.
Western State Penitentiary, Pittsburgh, and Rockview Branch, Bellefonte.	28	No	1,138	1,007	Every 6 weeks.	Yes	Yes	None.
Slighten Farm School for Girls, Darling.			No information given.					
Rhode Island								
Oaklawn School for Girls, Howard.	1	No	47	All				None.
Reformatory School for Boys, Howard.		No	82	All	Monthly	Yes	Yes	None.
Reformatory for Women, Howard.	6	No	9	All				None.
State Prison and Providence County Jail, Howard.	24	No	196	155	Weekly	Yes	Yes	None.
South Carolina								
Industrial School for Boys, Florence.	None.	Yes	157	None	Monthly	No	By Supt.	50%
Reformatory for Negro Boys, Columbia.	None.	Yes	75	None	Never			
Industrial School for Girls, Columbia.			No information given.					
State Farm, Ragood			No information given.					
State Farm, Boykin			No information given.					
State Penitentiary, Columbia.			Reply states "No parole system or board. All clemency granted by Governor."					
South Dakota								
Training School, Flankton.	1	County Judges assist.	119	Under Supt.	Monthly	Yes	Yes	
State Penitentiary, Sioux Falls.			No information given.					
Tennessee								
State Penitentiary, Nashville.			No information given.					
Brushy Mountain Penitentiary, Petros.	1		All					None.
Training and Agricultural School, Pikeville.	3		156	All	Every 2 months.			

How often contacted	Visit	Mail	Percentage of violators, 1934	Percentage returned to serve new sentence	Percentage returned to serve unsupervised sentence	Percentage continued on parole	Outstanding considerations in determining fitness for parole	Approximate annual cost to institution for operation of parole
No information given.								
			26 persons.	15 persons.	16 persons.		Prison record, conduct, attitude.	
			04%	04%			Completion of program, attitude toward release	\$6,000.
Monthly.			25%	5%	90% 9%		Mental and physical condition, home, job.	
			16.3%	2.4%	38.4% 26%		Completion of trade training, evidence of social adjustment.	\$15,000.
(32.2% committed to other institutions)								
Monthly.			5.4%	8%	89% None		Conduct, health, attitude.	\$15,408.
Monthly.	Yes	Yes	6.7%	None	57% 49%		Criminal and institutional record, attitude.	\$4,500.
			10%	1%	2% 4%		Institutional record of achievements, attitude.	\$18,098.
			13%	1.8%	6.5% 04%		"Ability to live during period of parole without violating the law."	
(Released to other prisons—1.6%)								
No information given.								
			7 persons.	None	7 persons.		Physical condition, conduct, training.	
			11%	All	None		Conduct, job, home, attitude.	\$5,408.
			083%	All	None		Institutional record, home, job, attitude.	
			12%	96%	3.5% 06%		Degree of rehabilitation, conduct, employment, home, attitude.	\$70,600.
Yes			Unknown.	None	13%		Home, job, conduct, school progress.	
			1% All				Good conduct.	
No information given.								
No information given.								
No information given.								
Reply states "No parole system or board. All clemency granted by Governor."								
			3 persons.	All	None		Home, job, conduct, attitude.	
No information given.								
No information given.								
			20%	10%	5% None		Home, school improvement, attitude.	

INSTITUTION, LOCATION	Name of body granting parole	Address	Chairman	Appointed or elected	If appointed, by whom	No. of members	Length of term
<b>Tennessee</b> —Continued Training and Agricultural School, Nashville	Replies states "Paroles granted through agreement of superintendent and trial judge."						
Vocational School for Girls, Tallahassee	Superintendent						
Vocational School for Colored Girls, Nashville	No information given.						
<b>Texas</b> Girl's Training School, Gainesville	No information given.						
Juvenile Training School, Gasterville	Board of Control	S. C. Austin	Claude D. Teer	A.	Gov.	3	6 yrs.
State Penitentiary, Huntsville	Board of Pardons and Paroles	S. C. Austin	T. C. Andrews	A.	Gov.	3	6 yrs.
<b>Utah</b> State Prison, Salt Lake City	Board of Pardons	S. C. Salt Lake City	Gov. H. H. Blood	E.		7	4 to 10 yrs.
State Industrial School, Ogden	No information given.						
<b>Vermont</b> State Prison and House of Correction for Men, Windsor	Gov.	S. C. Montpelier	Gov. C. M. Smith	E.		None	
Industrial School, Vergennes	Commissioner of Public Welfare	S. C. Montpelier	T. C. Dale	A.	Gov.		
State Prison and House of Correction for Women, Rutland	No information given.						
<b>Virginia</b> State Farm and State Prison, State Farm	Replies states "Governor has full power to grant paroles."						No other information given.
W. Home and Industrial School for Girls, Bon Air	Parole Committee of Inst.		Harry C. Beattie	A.	Gov.	6	4 yrs.
Industrial School for Boys, Beaumont	Parole Committee of School		Harry C. Beattie	A.	Gov.	6	4 yrs.
Industrial School for Colored Girls, Peak's Turnet	Parole Committee of School		Harry C. Beattie	A.	Gov.	6	4 yrs.
Manual Labor School for Colored Boys, Hancock	No information given.						
Industrial Farm for Women, Goodland	State Prison Board	S. C. Richmond	W. C. Cottrell	A.	Gov.	5	
State Penitentiary and Road Farm, Richmond	Replies states "No parole law now in existence in State."						Governor has full power."
<b>Washington</b> State Penitentiary, Walla Walla	Board of Prison Terms and Paroles	Insurance Bldg. Olympia	Louis F. Bunge	A.	Gov.	3	Varies 2 to 6 yrs.
State Reformatory, Monroe	Board of Prison Terms and Paroles	Insurance Bldg. Olympia	Louis F. Bunge	A.	Gov.	3	Varies 2 to 6 yrs.
School for Girls, Grand Mound	No information given.						
Training School for Boys, Chehalis	Superintendent		C. Leland Richmond	A.	Director Dept. of Finance		
<b>West Virginia</b> Industrial Home for Girls, Salem	Board of Control	Charleston	J. A. Chambers	A.	Gov.	3	
Industrial School for Boys, Crittens	Board of Control	Charleston	J. A. Chambers	A.	Gov.	3	4 yrs.
Industrial School for Colored Boys, Lakin	Board of Control	Charleston	J. A. Chambers	A.	Gov.	3	4 yrs.
Industrial Home for Colored Girls, Huntington	No information given.						
State Penitentiary, Moundsville	Board of Parole	Inst.	C. F. McClintic	A.	Gov.	2	Indefinite.

Salary of members	Full or part-time board	If part time, how much time required	How often board visit institution for interviews	Indeterminate sentence operative	Applies to what commitments	Minimum portion of sentence to be served before eligible for parole	Deduction of sentence for good behavior
			Replies states "Paroles granted through agreement of superintendent and trial judge."	Yes	Varies	Determined by Supt.	Varies
			No information given.				
			No information given.				
\$4,000	P.T.		Never	Yes	All	One year	None
\$2,500	P.T.		Seldom	Yes		One-third of maximum term.	2 days per month and up.
\$4,500 to \$5,000	P.T.	2 days monthly.	Never	Yes	All but murder cases.	None	Varies.
			No information given.				
				No		Average one-half of minimum term.	5 days monthly and minimum term.
	P.T.	Monthly meetings	Monthly	Yes	All	No set portion.	Varies.
			No information given.				
			Replies states "Governor has full power to grant paroles."			No other information given.	
None	P.T.	Varies	Monthly	Yes	All	15 months	4 days monthly.
None	P.T.	Varies	Monthly	Yes	All	No set portion	
None	P.T.	Varies	Monthly	Yes	All	2 years	Varies.
			No information given.				
None	P.T.	Weekly meetings	Never	Yes	Indeterminate only.	4 months	
		Replies states "No parole law now in existence in State."				Governor has full power."	
\$3,500	P.T.		Every 2 months.	Yes	All	Minimum term	One-third of term.
\$3,500	P.T.		Every 2 months.	Yes	All	Minimum term	One-third of term.
			No information given.				
\$2,250 (Supt.)	P.T.			Yes	Varies	6 months	
\$5,000	P.T.			Yes	All	Average 1 year.	
\$5,000	P.T.		By Supt.	Yes	All	11 months	
\$5,000	P.T.			Yes	All	6 months	
			No information given.				
\$8 per session.	P.T.	4 meetings of 2 days each year.	Never	Yes	Varies	Minimum term	5 days per month up.

INSTITUTION, LOCATION	No. State paid parole officers	Private agencies supervise	No. on parole year of 1934	No. under State supervision	How often contacted	Visit	Mail	No. under private agency supervision
<b>Tennessee—Continued</b>								
Training and Agricultural School, Nashville	None	.....	.....	None	Monthly	.....	.....	Unknown.
Vocational School for Girls, Tallahassee	None	..... Yes	50	None	.....	.....	.....	.....
Vocational School for Colored Girls, Nashville	.....	.....	.....	No information given.				
<b>Texas</b>								
Girls' Training School, Gatesville	.....	.....	.....	No information given.				
Juvenile Training School, Gatesville	1	..... Yes	273	All	Monthly	.....	Yes	None.
State Penitentiary, Huntsville	None	..... No	876	None	Never	No	.....	None.
Utah								
State Prison, Salt Lake City	1	..... Yes	359	All	Monthly	Yes	Yes	8.
State Industrial School, Ogden	.....	.....	.....	No information given.				
<b>Vermont</b>								
State Prison and House of Correction for Men, Windsor	17	.....	272	All	Monthly	Yes	Yes	.....
Industrial School, Vergennes	1	..... No	227	All	Monthly	4 times per year	Monthly	None.
State Prison and House of Correction for Women, Rutland	.....	.....	.....	No information given.				
<b>Virginia</b>								
State Farm and State Prison, State Farm	Reply states "Governor has full power to grant paroles." No other information given.							
Va. Home and Industrial School for Girls, Bon Air	..... No	.....	239	All	Monthly	Yes	Yes	.....
Industrial School for Boys, Roanoke	None	..... Yes	244	None	Monthly	No	Yes	25%.
Industrial School for Colored Girls, Peak's Turnout	None	..... No	19	None	As often as can be arranged.	Yes	Yes	None.
Manual Labor School for Colored Boys, Hanover	.....	.....	.....	No information given.				
Industrial Farm for Women, Goodland	..... None	..... Yes	139	None	.....	Yes	Yes	Unknown.
State Penitentiary and Road Farm, Richmond	Reply states "No parole law now in existence in this State. Governor has full power."							
<b>Washington</b>								
State Penitentiary, Walla Walla	1	..... No	1,200	All	.....	.....	.....	.....
State Reformatory, Monroe	1	..... No	650	All	Monthly	Yes	Yes	None.
School for Girls, Grand Mound	.....	.....	.....	No information given.				
Training School for Boys, Chehalis	2	..... Occasionally	250	All	Monthly	Yes	Yes	.....
<b>West Virginia</b>								
Industrial Home for Girls, Salem	1 (Sept.)	..... Yes	108	.....	As required.	.....	Yes	.....
Industrial School for Boys, Grafton	None	..... No	150	None	Monthly	No	Yes	.....
Industrial School for Colored Boys, Leakin	None	..... No	22	None	.....	.....	.....	None.
Industrial Home for Colored Girls, Huntington	.....	.....	.....	No information given.				
State Penitentiary, Moundsville	None	..... No	341	None	.....	.....	Yes	None

How often contacted	Visit	Mail	Percentage of violators, 1934	Percentage returned to serve new sentence	Percentage returned to serve unsuspended sentence	Percentage continued on parole	Outstanding considerations in determining fitness for parole	Approximate annual cost to institution for operation of parole
.....	.....	.....	.....	.....	.....	.....	Conduct, consent of Judge.	.....
.....	.....	.....	.....	.....	.....	.....	Physical condition, honesty, stability.	.....
No information given.								
No information given.								
.....	.....	.....	20%	.....	.....	.....	Institutional record, attitude, consent of Trial Judge, home.	.....
.....	.....	.....	6%	Unknown.	Up-known.	None	Prior record, amount of time served.	.....
When necessary.	Yes	Yes	15.3%	18%	20%	30%	Prior arrests, home, age, attitude, health.	Under \$2,500.
No information given.								
.....	.....	.....	18%	All	.....	.....	Length of time served, work record, job, nature of crime.	\$5,000.
.....	.....	.....	12%	None	All	None	Pre-institutional and institutional record, ability to be self-supporting.	\$700
No information given.								
Reply states "Governor has full power to grant paroles." No other information given.								
.....	.....	.....	.....	.....	7%	.....	Conduct, health, mentality.	\$1,500
Monthly.	.....	Yes	9.8%	.....	.....	.....	Completion of school program, attitude, progress in behavior.	\$350.
.....	.....	.....	1.8%	All	.....	.....	Reaching required standards in work, effort, conduct.	.....
No information given.								
.....	.....	.....	6.8%	None	.....	80% of violators	Conduct, health, job, home, ability to adjust.	.....
Reply states "No parole law now in existence in State. Governor has full power."								
.....	.....	.....	No record	No record	No record	No record	Attitude, job, absence of record.	.....
.....	.....	.....	27.6%	1%	5%	None	Age, nature of crime, prospects on parole.	\$7,500.
No information given.								
.....	.....	.....	23.6%	.....	.....	.....	Institutional conduct, attitude.	.....
.....	.....	.....	39%	.....	65%	.....	Agency for domestic service, conduct.	.....
.....	.....	.....	35 persons	9%	None	.....	Institutional record.	.....
.....	.....	.....	.....	9%	None	91%	Reaction to discipline, physical fitness.	.....
No information given.								
.....	.....	.....	.....	.....	.....	.....	Prior record, conduct, attitude of Trial Judge.	\$300.

INSTITUTION, LOCATION	Name of body granting parole	Address	Chairman	Appointed or elected	If appointed, by whom	No. of members	Length of term
<b>Wisconsin</b>							
Central State Hospital for Insane, Waupun.	No information given.						
Industrial Home for Women, Taycheedah.	No information given.						
State Prison for Women, Taycheedah.	No information given.						
State Prison, Waupun.	Board of Control	S. C., Madison	John J. Hannan.	A.	Gov.	3	6 yrs.
<b>State</b>							
Reformatory, Green Bay.	Board of Control	S. C., Madison	John J. Hannan.	A.	Gov.	3	6 yrs.
Industrial School for Boys, Wauskeena.	Board of Control	S. C., Madison	John J. Hannan.	A.	Gov.	3	6 yrs.
Milwaukee House of Correction, Milwaukee.	Board of Control	S. C., Madison	John J. Hannan.	A.	Gov.	3	6 yrs.
<b>Wisconsin</b>							
Industrial Institute, Colter.	Board of Charities and Reform.	S. C., Cheyenne	Gov. Leslie A. Miller.	E.		6	
State Penitentiary, Rawlins.	Board of Charities and Reform.	S. C., Cheyenne	Gov. Leslie A. Miller.	E.		6	
Girls' School, Sheridan.	Board of Charities and Reform.	S. C., Cheyenne	Gov. Leslie A. Miller.	E.		6	

INSTITUTION, LOCATION	No. State paid parole officers	Private agencies supervise	No. on parole year of 1934	No. under State supervision	How often contacted	Visit	Mail	No. under private agency supervision
<b>Wisconsin</b>								
Central State Hospital for Insane, Waupun.			No information given.					
Industrial Home for Women, Taycheedah.			No information given.					
State Prison for Women, Taycheedah.			No information given.					
State Prison, Waupun.	32	No	250 All	Weekly	Yes		None.	
<b>State</b>								
Reformatory, Green Bay.	3		No additional information given.					
Industrial School for Boys, Wauskeena.	3	Yes	564 All	Frequently	Yes	Yes	"Very few."	
Milwaukee House of Correction, Milwaukee.	32 (total for State)	No	101 All	Weekly	Yes	Yes	None.	
<b>Wisconsin</b>								
Industrial Institute, Colter.	None	No	60 None	Monthly	No	Yes		
State Penitentiary, Rawlins.	None	Yes	31 None				All.	
Girls' School, Sheridan.	None	No	15 None	No specific time.	Yes	Yes	None.	

Salary of members	Full or part-time board	If part time, how much time required	How often board visit institution for interviews	Indeterminate sentence operative	Applies to what commitments	Minimum portion of sentence to be served before eligible for parole	Deduction of sentence for good behavior
No information given.							
No information given.							
No information given.							
\$5,000	F-T		Every 2 months.	Yes	Crimes having over 20 year penalty.	Minimum term.	None.
\$5,000	F-T		Every 2 months.	Yes	All	9 months	1 month per year up.
\$5,000	F-T		Every 2 months.	Yes	All	14 months	
\$5,000	F-T		Every 2 months.	Yes	All but one year terms or less.	Minimum term.	1 month per year up.
	P-T		Two-thirds of each month.	Three or four times yearly.	Yes	All	11 months.
	P-T		Two-thirds of each month.	Once per year.	No		Minimum term.
	P-T		Two-thirds of each month.	None.	No		Minimum term.

How often contacted	Visit	Mail	Percentage of violators, 1934	Percentage returned to serve new sentence	Percentage returned to serve unexpired sentence	Percentage continued on parole	Outstanding considerations in determining fitness for parole	Approximate annual cost to institution for operation of parole
No information given.								
No information given.								
No information given.								
No information given.								
			12.8%	6.25%	75%	None		\$15,000
No additional information given.								
			100%		65%	35%	Good conduct, home conditions.	\$8,776.
			9%	None	100%	None	Offense, past record, attitude.	\$4 per month per parolee.
			10%		90%	20%	Age, job, home, conduct, attitude.	\$50.
Monthly	Yes	Yes	10%	None	All	None	Job, home situation, adaptability.	
			None				Completion of training course, attitude.	None.

## CONSTITUTION AND BY-LAWS

An act to Incorporate The Prison Association of New York. Passed May 9, 1846, by a two-thirds vote. (As subsequently amended.)

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

Section 1. All such persons as now are and hereafter shall become members of the said association pursuant to the constitution thereof, shall and are hereby constituted a body corporate by the name of The Prison Association of New York, and by that name have the powers that by the third title, of the eighteenth chapter, of the first part of the Revised Statutes, are declared to belong to every corporation, and shall be capable of purchasing, holding and conveying any estate, real or personal, for the use of said corporation, provided that such real estate shall never exceed the yearly value of ten thousand dollars, nor be applied to any other purpose than those for which this corporation is formed.

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

### ARTICLE FIRST

The objects of the association shall be:

1. The amelioration of the condition of prisoners whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline and the government of prisons whether for cities, counties or states.
3. The support and encouragement of reformed convicts after their discharge by affording them the means of obtaining an honest livelihood and sustaining them in their efforts at reform.

### ARTICLE SECOND

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

### 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.

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### ARTICLE FOURTH

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

### ARTICLE FIFTH

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

### ARTICLE SIXTH

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

### ARTICLE SEVENTH

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

### ARTICLE EIGHTH

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

### ARTICLE NINTH

Any society having the same objects in view may become auxiliary to this association by contributing to its funds and co-operating with it.

### ARTICLE TENTH

The executive committee shall have power to add to any of the standing committees such persons, as, in their opinion, may be likely to promote the objects of the society, and shall have power to fill any vacancy which may occur in any of the offices of the association, intermediate the annual meetings.

### ARTICLE ELEVENTH

This constitution may be amended by a vote of the majority of the society at any meeting thereof, provided notice of the amendment has been given at the next preceding meeting.

The officers elected for the current year, under the constitution shall continue to be the officers thereof until others shall be duly chosen in their places.

And it is hereby further enacted that no manager of said society shall receive any compensation for his services.

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

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate, and concerns of said association and the management, government, instruction, discipline, and employment of the persons so as aforesaid committed to the said workhouse, not contrary to law, as they may deem proper, and may appoint such officers, agents and servants as they may deem necessary to transact the business of the said association, and may designate their duties. And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee and generally all such facts and particulars as may exhibit the operations of the said association.

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

§ 6. The said executive committee by such committees as they shall from time to time appoint, shall have power, and it shall be their duties to visit, inspect, and examine, all the prisons in the State and annually report to the Legislature their state and condition and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that by the twenty-fourth section, of title first, chapter third, part fourth of the Revised Statutes, are invested in inspectors of county prisons and the duties of the keepers of each prison that they may examine shall be the same in relation to them, as in the section aforesaid, are imposed on the keepers of such prisons in

relation to the inspectors thereof; provided, that no such examination or inspection of any prison shall be made until an order for that purpose to be granted by the chancellor of this State, or one of the judges of the Supreme Court, or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

#### BY-LAWS\*

I. There shall be a stated meeting of the executive committee on the third Thursday of each month, and special meetings shall be held on the requisition of the Chairman or any three members of the executive committee. The call for a special meeting shall, in all cases, state the business to be transacted at said meeting. The annual meeting shall be held on the third Thursday of January in each year at an hour and place to be designated by the executive committee.

The number of members composing the executive committee exclusive of the officers of the association, is hereby fixed at twenty-four, and divided into four groups or classes as follows: At the election held at the annual meeting of the year 1916, there shall be elected, to serve from that date, six members for the term of one year, six for the term of two years, six for the term of three years, six for the term of four years. At each annual meeting thereafter six members shall be elected for the term of four years in place of those whose terms of office then expire. Any vacancies in the membership of the committee by death, resignation or otherwise, may be filled either by the association at any annual meeting or, in 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. Reading of the minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.
5. Report of corresponding secretary on work of year.
6. Annual report of the treasurer.

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

1. The reading and approval of the minutes of the last preceding meeting.
2. Report of treasurer.

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

3. Reports from standing committees.
4. Reports 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-laws X.

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

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

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

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

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

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

1. The endowment fund.
2. The general fund.

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

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

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

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

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

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

The corresponding secretary shall be the general disbursing agent of the association, the object of the provision being to keep in the central offices of any kind, nature or description, and to have in the central offices immediate record of all his disbursements.

All donations received by the corresponding secretary shall be entered by him upon the proper books of the association and then deposited in such bank as directed by the treasurer to the credit of the association. Whenever the executive committee shall make



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

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

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

The committee on finance shall arrange for annual audits of the accounts of the treasurer and of the corresponding secretary.

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

XI. It shall be the duty of the committee on law to examine and report from time to time upon the penal legislation of the State, with their suggestions for the amendment thereto, to consider questions relating thereto which are under discussion in the press or the legislature, including pending bills, and report their views and conclusions upon them, also to care for the law business of the association.

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

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

XIV. No alteration shall be made in these by-laws except upon notice of the proposed amendment given at a previous meeting of the executive committee.

## THE PRISON ASSOCIATION OF NEW YORK

### STATEMENT OF INCOME AND EXPENDITURES OF THE GENERAL FUND AS PER BOOKS

YEAR ENDED DECEMBER 31, 1935

<b>INCOME</b>			
Donations			
Special purposes .....	\$ 5,024 50		
Unrestricted .....	11,830 00		\$16,854 50
<b>Endowment Income</b>			
Interest on mortgages .....	\$ 4,322 35		
Interest on bonds .....	5,969 42		
Dividends on stocks .....	2,032 50	12,324 27	
<b>TOTAL INCOME</b> .....			\$29,178 77
<b>EXPENSES</b>			
Salaries and wages (General Administration)...	\$11,716 15		
Relief—prisoners and families (cash, food, clothing, etc.) .....	7,579 54		
Relief—administration .....	2,610 00		
Employment—administration .....	2,690 00		
Appeal—administration .....	3,989 09		
Traveling expenses .....	1,339 66		
Printing and stationery .....	456 39		
Postage .....	435 21		
Telephone and telegraph .....	309 29		
Annual report .....	127 79		
Auditing and legislative index service .....	320 00		
Periodicals, custodian, etc. ....	804 30		
House maintenance .....	1,687 45		
<b>TOTAL EXPENSES</b> .....		34,064 67	
<b>EXCESS OF EXPENSES OVER INCOME</b> .....			\$ 4,886 10

We have audited the books, accounts, minutes and other records of The Prison Association of New York for the year ended December 31, 1935, and, in our opinion, the above statement of income and expenses correctly states its operations for the year ended that date.

Respectfully submitted,  
(Signed) WEBSTER, HORNE, BLANCHARD & TAYLOR,  
Certified Public Accountants,  
50 Broadway, New York, N. Y.

## CONTRIBUTORS

## LIFE PATRONS

By Contributions of \$500 or More at One Time

Auchincloss, Charles C.  
Blumenthal, George.  
Brewster, Robert S.  
Bureau of Social Hygiene Inc.  
Clark, F. Ambrose.  
Draper, Ruth Relief Benefit Fund.  
Field, Mrs. E. Marshall.  
Harkness, E. S.  
Hochschild, Miss Gertrude.  
Hochschild, Harold K.  
Holtz, Mrs. E. O.  
James, Arthur Curtiss.  
Lewisohn, The Misses Alice and Irene.

Lotta Fund for Aiding Discharged Convicts.  
Markle Foundation, The John and Mary R.  
New York Foundation.  
Pratt, Herbert L.  
Rockefeller, John D.  
Rockefeller, John D., Jr.  
Rockefeller, The Laura Spelman Memorial.  
Sagen Holding Co.  
Sage, Dean.  
Vail, Mrs. Lawrence.  
Woerishoffer, Mrs. Anna.

## HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

F. S. S.  
C. S. S.  
G. W. W.  
K. V. R. and O. A. V. R. (In Memory of).  
Anonymous.  
Anson, Mrs. Ernald.  
Association of Grand Jurors, N. Y. County.  
Auchincloss, Mrs. C. C.  
Bachelors, The.  
Bandler, Maurice E.  
Baring, Charles.  
Barksdale, Mrs. H. M.  
Bell, Mrs. Gordon Knox.  
Bliss, Robert Woods.  
Brokaw, George T.  
Brown, Alexander H.  
Brownell, Miss Matilda A.  
Bulkley, Mrs. Jonathan.  
Burden, William A. M.  
Burlingham, Mrs. Charles.  
Carhartt, Mrs. Hamilton.  
Cary, Miss Kate.  
Chapman, Mrs. John J.  
Chisholm, George E.  
Chisholm, B. Ogden.  
Claflin, John.  
Clark, Mrs. Stephen C.  
Clyde, Mrs. William F.  
Coe, William R.  
Connor, W. E.

Coledge, Mrs. Sherman.  
Cooper, James Fenimore.  
Cromwell, James W.  
Curtis, Mrs. James F.  
Cutting, Fulton.  
Davies, Frederick M.  
Davis, Joseph E.  
deBrabant, Mrs. Marius.  
deForest, Henry W.  
DeLano, Mrs. Warren.  
Devoe, Miss Harriet E.  
Dick, Mrs. W. K.  
Dodge, Mrs. Cleveland H.  
Durand, Mrs. Frederic P.  
Dwight, Winthrop E.  
Elbert, Mrs. Robert G.  
Ewing, William F. C.  
Fairfax, Mrs. Lindsay.  
Frost, Aaron V.  
Gabriel, Mrs. E. Vivian.  
Gardner, Mrs. Robert Folger.  
Garry, Peter G.  
Goelz, Robert W.  
Grace Church.  
Hadden, Alexander M.  
Halkett, Mrs. Sarah.  
Hall, Mrs. Bolton.  
Harris, John F.  
Hawkes, Mrs. Morris.  
Hayden, Charles.  
Hearn, James A., & Son, Inc.  
Herrick, Mrs. Robert F.

Hochschild, Walter.  
Hubbard, Miss Anna Weir.  
Hulsmit, Frank T.  
Hurd, Richard M.  
Hyde, Mrs. Clarence M.  
Jackson, Mrs. Charles H., Jr.  
Jameson, E. C.  
Jennings, Miss Annie B.  
Jinks, The.  
Johnson, Arthur G.  
Johnson, Gilbert H.  
Johnson, James W.  
LaFarge, Mrs. Oliver H. P.  
Lahmy, William C.  
Lehman, Mrs. H. H.  
Lewisohn, Adolph.  
Lewisohn, Sam A.  
Livingston, Johnston.  
Lorillard, Pierre.  
Low, William G.  
McHarg, Henry K.  
McKinney, Price.  
McLean, Mrs. James.  
Moore, Edward S.  
Moore, Mrs. William H.  
Morgan, John P.  
Morris, Mrs. Lewis R.  
Mutual Welfare League of Sing Sing Prison.  
Nichols, W. H.  
Olyphant, Robert M.  
Osborn, William Church.  
Osborn, Mrs. William Church.  
Ostwalt, F. E.  
Perkins, Mrs. George W.  
Pond, Miss Florence L.  
Porter, H. Hobart.  
Porter, Mrs. H. Hobart.  
Post, James H.  
Potter, William C.

Pratt, George D.  
Pratt, Harold I.  
Pratt, Mrs. John T.  
Prentice, Berton S.  
Rand, George C.  
Reed, Latham G.  
Reid, Fergus.  
Rosen, Miss Elizabeth.  
Rice, Mrs. and Mrs. Alexander H.  
Richardson, Mrs. C. Tiffany.  
Rueckhoff, John P.  
Rionda, Mrs. Mannel.  
Riverside, The Church.  
St. Thomas Church.  
Satterlee, Mrs. Herbert L.  
Schieff, John C.  
Seville, Miss Grace.  
Seilgman, J. & W. Co.  
Sexton, Mrs. A. G.  
Shepard, Mrs. Finley J.  
Simpson, Miss Jean Walker.  
Skeel, Mrs. Roswell, Jr.  
Sloan, Samuel.  
Sloane, Mr. and Mrs. George.  
Stillman, Miss Charlotte R.  
Third Panel Sheriff's Jury.  
Thompson, George M.  
Townsend, Edward.  
Train, Mrs. Arthur C.  
Trevor, Mrs. John B.  
Untermeyer, Samuel.  
Vanderlip, F. A.  
Van Curbig, Mrs. Barend.  
Van Norden, Warner M.  
Warburg, Felix M.  
Weekes, Harold H.  
Wickersham, George W.  
Wood, William.  
\*Woodin, William H.

## LIFE MEMBERS

By Contributions of \$50 at One Time

A. H. (In Memory of).  
A. Z.  
C. S.  
P. H. A.  
"From a Friend."  
Acorn.  
Agent.  
Anonymous.  
Adkins, Mrs. Leonard D.  
Agnew, Mrs. George B.  
Aldrich, Winthrop W.  
Alexander, William.  
Anderson, J. Cameron.

Arnold, Edward W. C.  
Baker, Mrs. Walter.  
Baldwin, William M.  
Barrows, Ira.  
Baumert, Frank J.  
Bellak, C. Morton.  
Benecke, Alex.  
Benjamin, William E.  
Bennett, Eugene B.  
Biggs, Mrs. H. M.  
Bliss, Cornelius N.  
Bliss, Mrs. Robert W.  
Bogert, Mrs. Evelyn.  
Borden, Albert G.

\* Deceased.

\* Deceased.

Borg, Simon.  
 Boynton, Herbert F.  
 Brown, Everett L.  
 Bryce, Peter Cooper.  
 Bulkley, Edwin M.  
 Bulkley, Mrs. Edwin M.  
 Campbell, Mrs. O. A.  
 Carey, S. W., Jr.  
 Cary, Mrs. Ellen G.  
 Chapin, Charles Merrill, Jr.  
 Chapin, Simeon B.  
 Christ Church of New Brighton.  
 Cheney Brothers.  
 Childs, Mrs. Starling W.  
 Christian Herald.  
 Christie, Robert E.  
 Clarkson & Ford Co.  
 Cluett, Walter H.  
 Comey, John W.  
 Cooper, J. H.  
 Coward, Mrs. Thomas R.  
 Cromwell, J. H. R.  
 Cross, John Walter.  
 Cutting, Charles Suydam.  
 Davis, Henry J. (In Memory of Mrs. Amy Elizabeth Davis).  
 Davis, Thomas B.  
 de Florez, Mrs. Pedro R.  
 De Lamar, Miss Alice A.  
 Delano, William Adams.  
 de Peyster, Miss Augusta M.  
 de Ruyter, Mrs. John L.  
 Dews, David.  
 Dwight, Mrs. Edward F.  
 Eastman, Mr. and Mrs. Lucius R.  
 Ettington-Schild Co.  
 Ellis, William D.  
 Emmet, Mrs. C. Temple.  
 Emmet, Miss Lydia F.  
 Emmons, Mrs. Arthur B.  
 Evans, Hartman K.  
 Farrelly, Mrs. Gerald J.  
 Field, Mrs. William D. C.  
 Flagler, Mrs. Harry H.  
 Foster, James, Jr.  
 Fox, Mortimer J.  
 Friendly Fund, Inc.  
 Gabrilowitch, Mrs. Clara.  
 Gage, Mrs. B. W.  
 Gallatin, Albert.  
 Gallatin, Mrs. Albert.  
 Geddes, Donald G.  
 Goldman, Julius.  
 Great, The Atlantic and Pacific Tea Co.  
 Guggenheim, Mrs. Simon.  
 Hamersley, Louis Gordon.  
 Hamersley, Mrs. Louis Gordon.  
 Hammond, Mrs. John Henry.  
 Heifetz, Jascha.  
 Hickox, Mrs. Charles V.  
 Hird, Miss Martha.

\* Deceased.

Hoe, Mrs. Richard M.  
 Hosmer, Mrs. Estelle de Peyster.  
 Hunt, Mrs. Thomas.  
 Hyde, Mrs. B. Talbot B.  
 Hyde, E. Francis.  
 Hyde, Frederick E.  
 Irvin, Richard.  
 Johnson, Mrs. Aymar.  
 Jones, Edward.  
 Jones, Mrs. Edward H.  
 Jones, James J.  
 Jooat, Mrs. Martin.  
 Jourdan, Edward R.  
 Katz, Mrs. Hannah E.  
 Kemble, George J.  
 Kerr, Mr. and Mrs. Robert C.  
 Kidder, Mrs. A. M.  
 Kise, Walter S.  
 Lamont, Miss Elizabeth K.  
 Landauer, James D.  
 Landon, Francis G.  
 Lathers, Miss Julia.  
 Leffingwell, R. C.  
 Leon, Maurice.  
 Low, Miss Lois Curtis.  
 Maurice, Miss Marian B.  
 McClellan, Mrs. George B.  
 Metcalf Brothers & Co.  
 Metcalf, Mrs. Manton B., Jr.  
 Moore, Benjamin.  
 Moore, Henry Booth.  
 Moore, Mr. and Mrs. Paul.  
 Moore & Schley.  
 Morgan, Miss Caroline L.  
 O'Brien, Morgan J.  
 Parish, Henry.  
 Parks, Leighton.  
 Peabody, George Foster.  
 Pearl, Mrs. Frederick W.  
 Peckham, Mrs. Wheeler H.  
 Perkins, Mrs. Frederick C.  
 Perry, Mrs. H. G.  
 Peters, Mrs. Theodore.  
 Phipps, Mrs. John S.  
 Pierce, Mrs. Theron F.  
 Pitkin, Mrs. Albert J.  
 Polk, Mrs. William M.  
 Pope, Mrs. Charles F.  
 Pieten, Howard.  
 \*Powell, Wilson M.  
 Pratt, Mrs. Charles M.  
 Prospect Helpers, Inc.  
 Prosser, Thomas.  
 Randolph, Mrs. Francis F.  
 Reed, Lausing P.  
 Resor, Mr. and Mrs. Stanley.  
 Reynolds, George G.  
 Richard, Miss Elvina.  
 Robbins, Mrs. Francis LeB., Jr.  
 Roessler, Mrs. Franz.  
 Rout, Charles T.  
 Rothbart, Albert.  
 Russell, Miss Marie L.

Satterlee, Herbert L.  
 Scott, Miss Mary Evelyn.  
 Scott, Walter.  
 See, Alonzo B.  
 Sheldon, James C.  
 Shepard, Finley J.  
 Sieker, Dudley F.  
 Simmons, Joseph Ferris.  
 Sorchan, Mrs. Victor.  
 Sparks, T. Ashley.  
 Sprey, James.  
 Stebbins, E. Vail.  
 Steele, Charles.  
 Stokes, J. G. Phelps.  
 Stone, Samuel H.  
 Stout, Mrs. Andrew V.  
 Taylor, Lloyd.  
 Thacher, Thomas D.  
 Thompson, Mrs. Joseph T.

Towne, Mrs. John H.  
 Tucker, Allen.  
 Tucker, Mrs. Carl  
 Tucker, Samuel A.  
 Tuckerman, Mr. and Mrs. Paul.  
 Twichell, Mrs. Burton P.  
 Ulman, Mrs. Morris S.  
 Van Vechten, F. R.  
 Wade, Mrs. Alfred B.  
 Watson, Mrs. James S.  
 Wellington, Miss Elizabeth R.  
 White, Mrs. Henry.  
 White, Miss May W.  
 Whitney, Mrs. Caspar.  
 Williams, Harrison.  
 Wilson, Mrs. Orme.  
 Yeatman, Pope.  
 Young, Miss Katharine V.  
 Youngs, Graham.

## CONTRIBUTORS' LIST

For Fiscal Year January 1, 1935 to December 31, 1935  
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. L., Special Relief (donations for specially designated instances of need); A. S., Assistant Secretary's Fund (for salaries and incidental expenses); E. B., Employment Bureau; S., Special Purposes; C. T., Christmas Toys.

<b>A</b>	
Abbe, Miss Harriet C.....	\$10 00
Aborn, Mrs. J. A.....	3 00
Ackerman, Marion S.....	5 00
Adams, C. Robert.....G.R.	10 00
Adams, Mrs. C. Thayer.....	5 00
Adams, Mrs. Hall.....G.R.	5 00
Adams, Mrs. Hall.....S.	2 00
Adee, George Townsend G.R.	5 00
Adler, Mrs. Morton L.....	5 00
Agnew, Mrs. George B.....	10 00
Albee, Elery E.....	2 00
Aldrich, Mrs. Richard.....	15 00
Aldrich, Mrs. Richard.....S.	5 00
Aldrich, Mrs. Winthrop.....	10 00
Aldrich, Winthrop W.....	25 00
Alexander, Miss Agnes.....	10 00
Alexander, Archibald S.....	10 00
Alexander, Mrs. Charles B.....	5 00
Alexander, Miss Mabel W.....	10 00
Alexander, William.....	100 00
Allen, Mrs. George Marshall.....	5 00
Allen, George Marshall.....	5 00
Allison, Mrs. Ethel T.....	4 00
Alsberg, William.....	10 00
Altshuler, Mrs. Charles.....	5 00
Altshul, Miss Clara.....	5 00
Anderson, Clayton & Fleming.....	10 00
Anderson, Company G.R.	5 00
Appel S. & Company.....	5 00
Appleby, Mrs. John S.....	5 00
Arnold, Dr. Alma C.....G.R.	2 00
Arnstein, Miss Frances.....	3 00
Auchincloss, Charles.....	100 00
Auchincloss, Mrs. Charles C.....	25 00
Auchincloss, Mrs. Edgar S.....	15 00
Auchincloss, Gordon.....	10 00
<b>B</b>	
Babbitt, Mrs. Karmal R.....	4 00
Bach, Mrs. Lily L.....G.R.	2 00
Bacon, Mrs. Francis McNeil.....	3 00
Baird, David G.....	1 00
Baird, David G.....S.R.	1 00
Baker, George.....	25 00
Baker, Mrs. Herbert.....	5 00
Baldwin, Miss Theodora.....	3 00
Ballin, Miss Marie H.....	3 00
Baltz, Mrs. Harry R.....G.R.	5 00
Bancker, Mrs. E. H.....	5 00
Baring, Charles.....	25 00
Baring, Charles.....S.	25 00
Barnes, Mrs. Courtlandt D.....	10 00
Barnes, Courtlandt D.....	10 00
Barnes, Mrs. E. W.....	3 00
Barnes, J. Sanford.....S.	5 00
Barnum, Miss Laura C.....	5 00
Barnum, William Henry.....	5 00
Barr, Mrs. Lockwood.....	2 00
Barstow, Miss Cornelia K.....	2 00
Bartol, Mrs. Henry G.....	10 00
Barton, Nothera.....	1 00
Bassett, Mrs. Charles F.....	5 00
Bawden, Mr. & Mrs. Clarence.....	2 00
Baxter, Mrs. W. J.....	1 00
Beckhard, Martin.....	5 00
Bedford, Mrs. Margaret.....	25 00
Beebe, Mrs. William H. H.....	5 00
Beer, Mrs. George L.....	5 00
Beers, Miss M. Elisabeth.....	5 00
Behre, Mrs. John H.....	3 00
Beltz, H.....	5 00
Beller, Elliot F.....	5 00
Benedict, William E.....	5 00
Bennett, Miss Josephine G.R.	2 00
Beruth, O. M.....	5 00
Berkey, Mrs. Charles P.....	2 00
Bernheim, Henry J.....	10 00
Bernheimer, Miss Cora A.....	10 00
Beruth, O. M.....	20 00
Bewer, Julius A.....	5 00
Beyger, Eugene O.....S.	5 00
Biederman, August.....	15 00
Billings, Miss Nellie B.....	3 00
Bit-Rite Baby Carriage.....	3 00
Company.....	3 00
Blitz, Mrs. Norman H.....	10 00
Binger, Mr. & Mrs. Walter.....	5 00
Birdsall, Miss S. Josephine.....	1 00
Blaney, Mrs. Charles P.....	3 00
Blanke, Miss Katharine M.....	2 00
Bliss, Robert Woods.....G.R.	100 00
Blossom, Miss Margaret.....	3 00
Blumenthal, George.....	300 00
Boardman, Henry F.....	20 00

\* Deceased.

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## CONTRIBUTORS' LIST

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Bodman, Mrs. George M.....	5 00	Carrs, Mrs. Arthur L.....	10 00
Boese, Edwin.....	5 00	Carter, Ernest Trow.....	10 00
Boetiger, Mrs. Theodore.....	2 00	Cary, Miss Kate B. Jr.....	25 00
Bogert, Beverley.....	10 00	Cary, Mrs. Melber B. Jr.....	10 00
Bonbright, Irving W.....	10 00	Case, Henry Phelps.....	10 00
Booneck, Mrs. Leonard W.....	10 00	Case, J. Herbert.....	10 00
Boocock, Laurence.....G.R.	5 00	Cerf, Mrs. Louis A.....	3 00
Borden, Albert G.....	2 00	Chambers, Robert A.....	5 00
Bosworth, Miss Isabel C.....	5 00	Chanler, Lewis S.....	5 00
Botjer, Miss Bertha Louise.....	3 00	Chapin, Simeon B.....	25 00
Bowie, W. Russell.....	3 00	Chapman, Mrs. John Jay.....	25 00
Bradley, Charles B.....	5 00	Chapman, Mrs. Mary W.....	5 00
Brewster, Robert S.....	50 00	Chapman, Miss Mary W. S.....	2 00
Brill, A. A.....	10 00	Chapman, Mrs. William P.....	10 00
Brooks, Mrs. Frederick.....S.	10 00	Charles, Mrs. Mary de P.....	5 00
Brouner, Miss Mary L.....	2 00	Chase, Miss Jessie H. B.....	5 00
Brower, Jacob L.....	5 00	Chauncey, Miss Lucy.....	5 00
Brower, William L.....	2 00	Chester, Coby M.....	10 00
Brown, Mrs. Donald.....	10 00	Child, Miss Ruth A.....	5 00
Brown, Miss Edith Harman.....	5 00	Choate, Mrs. Arthur Osgood.....	15 00
In Memory of Mr. and Mrs. William Harman Brown.....	5 00	Clafin, John.....	100 00
Brown, Mrs. George Alexander.....	5 00	Clark, Mrs. De Wolf.....	5 00
Brown, Lawson.....	4 00	Clark, F. Ambrose.....	100 00
Brown, Mr. and Mrs. Thornton K.....	2 00	Clark, Miss Mand S.....	2 00
Brown, Warren D.....	10 00	Clark, Mrs. Stephen G.....	100 00
Brown, William Adams.....	5 00	Clark, Walter H.....S.	1 00
Bruen, Alexander Jay.....G.R.	10 00	Clarke, Mrs. Adele V. N.....	6 00
Brundage, Mrs. Madeleine B.....C.T.	5 00	Clarke, Mrs. Andrew A.....	3 00
B.....	5 00	Clarke, Miss Helen MacG.....	3 00
Burke, Miss Elisabeth.....	5 00	Cleland, Mrs. T. J.....	25 00
Brush, Mrs. Charles B.....	3 00	Cluett, Walter H.....	10 00
Bryant, Samuel.....	15 00	Cochran, George D.....	15 00
Bryce, Miss Mary.....	25 00	Cockcroft, Miss Mary T.....	20 00
Buckner, Samuel O.....	5 00	Cocks, Frank.....	5 00
Buckner, Thomas A., Jr.....	10 00	Coggill, Mrs. George.....	5 00
Bulkley, Edwin M.....	20 00	Cohen, William N.....	20 00
Bulkley, Mrs. Jonathan.....	10 00	Cohn, Mrs. Alfred E.....	5 00
Burchard, Miss Lane T.....	5 00	Colgate, Henry A.....G.R.	10 00
Burden, William A. M.....	100 00	Collier, Mrs. Robert J.....	15 00
Burlingham, Mrs. Charles.....	25 00	Colt, Harris D.....	10 00
Burr, Mrs. Frederick M.....	5 00	Colt, Mrs. Richard C.....	10 00
Burr, Mrs. Louis H. Bryan.....	5 00	Conrad, Miss Elizabeth.....C.T.	5 00
Butler, The Howard Russell Trust.....	5 00	Conrad, Mrs. H. V.....G.R.	2 00
Butler, Joseph J.....	1 00	Conway, W. P.....	10 00
Butler, Miss Mary M.....	5 00	Cooper, James Fenimore.....	50 00
Butt, Mrs. McCook.....C.T.	5 00	Cooper, Oscar.....	5 00
Butterick, Miss Mary E.....	10 00	Cornish, Mrs. A. H.....C.T.	1 00
Butterworth, Mrs. George Forrest.....	10 00	Cox, James.....	2 00
Byrne, Mrs. James.....	5 00	Crafts, Miss Elisabeth S.....	10 00
<b>C</b>			
Callender, J. A.....	5 00	Crain, Miss Christobelle.....	5 00
Campbell, Mrs. William Mitchell.....	2 00	Creamer, Mr. and Mrs. William G.....	4 00
Carlehach, Mrs. Emil.....	2 00	Crofoot, Mrs. L. F.....	10 00
Carleton, Miss Ida B.....	5 00	Cromwell, J. William, Jr.....	5 00
		Cross, Mrs. Emily R.....	10 00
		Cross, John Walter.....	25 00
		Cudahy, Miss Clara A.....	20 00
		Culbert, Miss Anna M.....	2 50
		Cuning, Mrs. Rochester.....	5 00

Curran, Guernsey	10 00	Eaton, Mrs. Frank	5 00
Curtis, Mrs. James B.	10 00	Edestein, Michael	2 00
Cutting, Charles Snydam	100 00	Eder, Mrs. James M.	4 00
Cutting, Mrs. William Bayard	25 00	Edmonds, Mrs. John Worth	10 00
		Edwards, Clarence	2 00
D.		Egbert, James C.	5 00
Dall, Mrs. Charles Whitney	5 00	Eisler, Mrs. Nathan A.	1 00
Dalmases, Mrs. Henry	1 00	Eldredge, Mrs. S. D.	G.R. 5 00
Darlington, Mrs. Charles F.	10 00	Emerson, Mrs. Juliet W.	7 00
Davella, The Mills Foundation	10 00	Emerson, Mrs. Margaret	25 00
Davies, Frederick M.	25 00	Ennous, Mrs. Arthur B.	100 00
Davis, Joseph E.	50 00	Engellard, Charles	20 00
Davis, Miss Ella H.	10 00	Erianger, Sidney C.	5 00
Devision, Mrs. Henry B.	2 00	Everett, Percy R.	S. 10 00
Dawes, Dexter B.	G.R. 3 00		
Dayton, Ralph E.	3 00	Fairfax, Mrs. Lindsay	100 00
Denn, Mrs. Bashford	10 00	Fairfax, William Bradford	25 00
Dearborn, David B.	10 00	Farrand, Wilson	3 00
Decker, Charles A.	10 00	Fassett, Mrs. J. Sloat	S. 10 00
de Florez, Mrs. Pedro R.	S. 30 00	Fast, J. R.	5 00
de Forest, Henry L.	10 00	Fatman, Mrs. Morris	15 00
de Forest, Mrs. Henry W.	10 00	Field, Mrs. William D. C.	8 00
de Forest, Henry W.	25 00	Filley, Oliver D.	10 00
Demarest, Miss Mary M.	1 00	Finke, Mrs. B. C.	5 00
Deming, Miss Eleanor	10 00	Findley, Mrs. G. W.	2 00
de Villers, Yves	1 00	Fisch, Abraham M.	5 00
Dickey, Mrs. Charles D.	10 00	Fisher, Frederick T.	5 00
Dickey, Mrs. Charles D., Jr.	10 00	Fisher, Nathan	2 00
Dimock, E. J.	10 00	Flager, Mrs. Harry Harkness	10 00
Dimock, Edwin	7 50	Flint, John	10 00
Dismore, Mrs. Thomas H.	5 00	Flood, Mrs. Anna MacDonald	1 00
Ditson, Mrs. Charles H.	5 00	Floyd, Mrs. E. DeLafayette	15 00
Dodge, Mrs. Cleveland E.	5 00	Floyd-Jones, Mrs. G. Stanton	15 00
Dodge, Mrs. Cleveland H.	25 00	Floyd-Jones, Mrs. G. Stanton	15 00
Dodson, Mrs. Robert B.	10 00	Foster, Mrs. Charles H. W.	3 00
Dommerich, Mrs. Alex L.	5 00	Foster, Girard	10 00
Doolittle, Judson A.	4 00	Foster, Macomb G.	10 00
Dortch, Miss Adele G.	5 00	Fowler, Miss Ruth D.	G.R. 2 00
Doubliday, George	S. 10 00	Fox, Mrs. Alanson G.	S. 5 00
Douglas, Mrs. George William	3 00	Francis, Mrs. Leon W.	5 00
Dowd, Heman	3 00	Frankce, Mrs. Albert	2 00
Dows, David	50 00	Frank, Mrs. Leo E.	"In Memory of Leo E. Frank" 5 00
Dreyfus, Fred J.	2 00	Frank, Mrs. Leo E.	C.T. 2 00
Driver, Wilbur B.	25 00	Freeman, Mrs. Edward Wood	25 00
Dubois, Mrs. Leonce F.	2 00	Frothingham, C. Frederick	5 00
"In Memory of Leon Barre"	2 00		
Du Bois, Miss Margaret	S. 5 00	Gannett, Mrs. W. C.	10 00
Duffie, Mrs. George William	3 00	Gantz, Aaron	5 00
Dugan, Mrs. Peter E.	2 00	Gardner, Mrs. Paul E.	10 00
Duncan, Mrs. Dora	C.T. 3 00	Gardner, Mrs. Robert Folger	G.R. 10 00
Duncan, Mrs. Harry L.	1 00	Garrar, Chauncey B.	15 00
Dwyer, Samuel S.	5 00	Geer, Mrs. Blanche B.	5 00
Dusenberry, Miss Grace	5 00	Gerrier, Frank Scott	5 00
Dwight, Mrs. Edward Foote	10 00	Gibson, Mrs. Henry S.	2 00
Dwight, Mrs. Winthrop E.	5 00	Gifford, Mrs. Robert W. G.R.	2 50
E			
Eastman, Mr. and Mrs. Lucius R.	25 00		
Eastwood, Mrs. John H.	45 00		

Gimbel, Mrs. Isaac	15 00	Haskell, Mrs. J. Amory	3 00
Godwin, Miss Elizabeth Love	5 00	Haskins, Edward W.	10 00
Godwin, Miss Frances Bryant	5 00	Hayden, Charles	100 00
Golet, Robert W.	100 00	Hayden, Miss Sarah L.	5 00
Goffe, R. H.	5 00	Hayman, Mrs. Dora D.	2 00
Goldman, Mrs. Helen R. G.R.	5 00	Haynes, Miss Caroline C.	25 00
Goldmann, Mrs. Oscar	7 00	Haynes, Miss Louise	G.R. 5 00
Goldmark, Mrs. Ralph W.	2 00	Healy, Augustus V.	S. 10 00
Goldsmith, Harry B.	5 00	Heely, Augustus V.	S. 5 00
Goldstrom, Miss Helen	7 00	Hellawell, John A.	2 00
Goodbody, Mrs. Robert	5 00	Heller, Mr. and Mrs. Isaac S.	10 00
Goodbody, Mrs. Robert	S. 10 00	Helm, Mrs. George A.	25 00
Goodman, Augustus & Sons, Inc.	3 00	Henderson, Mrs. E. C.	5 00
Goodwin, Mrs. James J.	10 00	Hendricks, Henry S.	5 00
Goerley, Miss Edith F.	5 00	Henry, Miss Florence	5 00
Gotheil, Mrs. Paul	5 00	Henry, Miss H. Maud	5 00
Grace, Joseph P.	25 00	Herbert, Preston	5 00
Graeme, Mrs. Joseph W.	5 00	Heroy, Miss Anne P.	5 00
Gray, Henry G.	15 00	Herrick, Mrs. W. W.	10 00
Great Atlantic & Pacific Tea Company	S. 50 00	Herrman, Henry	10 00
Green, Mrs. Edward H.	10 00	Hessberg, Mrs. Lena	3 00
Greene, Carleton	3 00	Hewlett, Mrs. Samuel L. S.	10 00
Greenough, Mrs. John	20 00	Hickox, Mrs. Charles V.	50 00
Greenwood, Miss Mary M.	5 00	Hicks, Mrs. Frederick C.	5 00
Griffin, Miss Margery C.	5 00	Hicks, Mrs. Joshua T.	1 00
Griffith, Miss Susan D.	10 00	Hicks, Walter F.	S. 2 00
Griggs, Mrs. John W.	5 00	Hill, Mrs. Richard W.	5 00
Gristede, D.	5 00	Hilhouse, Miss Sylvia R.	2 00
Grossmann, Mrs. Edward A.	2 00	Hilton, Mrs. Frederick M.	25 00
Gruntal, Benedict H.	10 00	Hinrichs, Mrs. Alfred E.	4 00
Gruntz, Edwin	2 00	Hird, Miss Martha	75 00
Guinzburg, Miss Lillie	15 00	Hirsch, Mrs. Margaret	2 00
Guinzburg, Mrs. Victor	2 00	Hoag, Mrs. J. Edward	4 00
Guion, C. C.	G.R. 2 00	Hochschild, Walter	100 00
Guttman, Mrs. Louis	2 00	Hoe, Mrs. C. R., Jr.	G.R. 2 00
Gwynne, Miss Mabel	3 00	Hoffman, Miss Margaret E.	5 00
		Hogan, Mrs. Jefferson	10 00
		Hogeboom, John L.	5 00
		Hogg, Miss Elizabeth M.	10 00
H.		Holliston, Mrs. Gustavus M.	5 00
Hackett, Miss Irene A.	2 00	Holt, Mrs. Robert H., Jr.	10 00
Hagye, Miss Eleanor	5 00	Holter, Mrs. Edwin O.	E.E. 25 00
*Haines, Mrs. Charles D.	10 00	Horn, Miss Sarah L.	20 00
Hamaun, Mrs. William A.	10 00	Horton, E. P.	3 00
Hammersley, Mrs. Louis Gordon	S. 50 00	Howells, John Mead	G.R. 5 00
Hammel, Mortimer	2 00	Hubbell, Charles Bulkeley	3 00
Hammond, Mrs. John Henry	10 00	Hudson, Mrs. H. W.	S. 5 00
Hampton, Shirt Company	S. 2 00	Hudson, Paul H.	5 00
The	S. 2 00	Hull, Mrs. Robert H.	1 00
Harbison, Mrs. W. A.	10 00	Hunt, Mrs. Livingston	25 00
Harburger, Mrs. Julius	3 00	Hunt, Miss Mary F.	10 00
Harclerberg, William P. S.	10 00	Hunter, Miss Margaret C.	2 00
Hare, Mrs. Meredith	G.R. 25 00	Hyde, Mrs. Clarence M.	25 00
Harkness, William Hale S.	10 00		
Harper, Harold	G.R. 2 00	I.	
Harrison, E. Roland	25 00	Irvin, Charles H.	12 00
Harris, Mrs. Sidney B.	5 00	Iselin, Mrs. O'Donnell	10 00
Harris, Mr. and Mrs. Victor	2 00	Iselin, William B.	10 00
Harrison, George L.	5 00	Iseman, Mrs. Percy R.	6 00
Hartman, Mrs. Edith Cooper	5 00	Israel, Mrs. Albert	10 00
		Itleson, Mrs. Henry	10 00

Jackson, Mrs. Brinekerhoff	10 00
James, Mrs. Bayard	25 00
Jay, De Lancey K.	10 00
Jeffers, James N.	10 00
Jerman, Miss Maria C.	10 00
Johnson, Mr. and Mrs. Burges	5 00
Johnson, Mrs. Elmer Harland	5 00
Johnson, Miss Helen R.	5 00
Johnson, Guy E.	2 00
Johnstone, Miss Euphemia S.	5 00
"In Memory of Miss Margaret A. Johnstone"	5 00
Jones, Mrs. Adam Leroy	3 00
Jones, Mrs. De Witt Clinton	7 00
Jones, Mrs. George H.	5 00
*Jones, W. Strother, Sr. G.R.	5 00
Joost, Mrs. Martin	10 00
K.	
Kane, Mrs. Frederick L.	25 00
Kaufmann, Mrs. M. J.	5 00
Kellogg, Mrs. Frederic B.	15 00
Kellogg, Herbert S.	10 00
Kellogg, Morris W.	10 00
Kelly, Mrs. Francis C.	1 00
Kenard, William M.	G.R. 5 00
Kenneth, Miss Ethel	10 00
Kennish, Mrs. W. R.	5 00
Kernan, Mrs. Michael J.	2 00
Kerr, Robert C.	25 00
Kessler, Mrs. J. W.	10 00
King, Mrs. George Gordon	G.R. 10 00
King, Miss Isabella C.	G.R. 5 00
King, R. W.	G.R. 2 00
Kirk, John L.	G.R. 1 00
Kirkham, Mrs. Ethel D.	2 00
Kissel, Mrs. Gustav E.	10 00
Kitching, Miss Belle M.	5 00
Kittredge, Mr. Samuel Dana	2 00
Knies, George J.	5 00
Knight, Mrs. George T.	5 00
Knott, David H.	G.R. 2 00
Koegler, Mrs. Richard A.	8 00
Kohn, Daniel	5 00
Kohnstamm, Mr. and Mrs. Edward	15 00
Kohnstamm, Mr. and Mrs. Joseph	15 00
Kress, C. W.	2 00
Kress, Samuel H.	10 00
Kuessel, Henry N.	2 00
L.	
Ladd, William Sargent	10 00
La Farge, Mrs. Oliver H. P.	20 00
Lake, Miss Jennie S.	2 00
Lambert, Mrs. Samuel W.	10 00
Lamont, Mr. and Mrs. Thomas William	25 00
Langdon, Mrs. Frederic M.	G.R. 2 00
Laseoff, J. Leon	1 00
Lauterstein, Mrs. Leon	2 00
Lawes, Lewis E.	50 00
Lawrance, Mrs. Charles Lanier	G.R. 10 00
Lawrence, Miss Clara Louise	30 00
Leahy, William E.	5 00
Lee, Mr. and Mrs. Burton J., Jr.	5 00
Lehman, James M.	10 00
Leiz, Marie	G.R. 5 00
Leonard, Mrs. Edgar W.	25 00
Le Roy, Mrs. Robert	10 00
Leventhal, Mrs. Abraham N.	G.R. 1 00
Lewis, George	5 00
Levy, Mrs. Louis	2 00
Lewis, Mrs. Richard J.	10 00
Lewis, Mrs. Richard J.	C.T. 2 00
Lewisohn, Sam A.	50 00
Lewis, Max	G.R. 3 00
Lieberman, Julius	10 00
Lindcoln, Mrs. Frederic W. S.	5 00
Lindenmann, Oscar	10 00
Lindley, Miss Alice F.	5 00
Lindley, Mrs. Erasmus C.	30 00
Lobenstein, Mrs. William C.	10 00
Lockwood, Mrs. I. Ferris	10 00
Loeb, E. H.	2 00
Loewenstein, Hermann	10 00
Loines, Mrs. Stephen	10 00
Lonsdale, Herman L.	G.R. 2 00
Lotta Fund for Aiding Discharged Convicts	580 25
Low, William G.	20 00
M.	
Mabon, Mrs. A. F.	1 00
MacClay, Mrs. Alfred B.	5 00
MacNell, Horton A.	5 00
Madigan, John H.	G.R. 2 00
Magee, John	25 00
Magee, Sanford J.	10 00
Makaroff, Mrs. Vadim S.	5 00
Mallaby, Miss Theodora F.	5 00
Manges, Morris	10 00
Manice, William De Forest	10 00
Mann, Mrs. William P'Alton	5 00
Marney, Mrs. George E.	3 00
Markle Foundation, The John and Mary R.	600 00
Marquand, Mrs. Allan	20 00
Marquand, Miss Sarnia	25 00
Marsh, John B.	5 00
Marshall, Mrs. William Wallace	G.T. 3 00

\* Deceased.

Martin, Miss Florence C.	10 00
Martin, William V.	5 00
Matheson, Douglas	G.R. 2 50
Mauch, William C.	G.R. 10 00
Maurice, Miss Marian B.	50 00
Mauzy, Mrs. Henry Tobin	5 00
Maxwell, Howard W.	10 00
Mayer, Mrs. Bernhard	10 00
Maynard, Miss Helen Louise	10 00
Maynz & Company	G.R. 5 00
McAlpin, Mrs. William W.	10 00
McCarroll, James T.	3 00
McCarter, Mrs. Robert H.	5 00
McClellan, Mrs. George B.	15 00
McClellan, Harold C.	G.R. 10 00
McCreery, Henry Forbes	25 00
McCutchen, Mrs. Charles	H. 10 00
Waiter	10 00
McDowell, Miss Florence	5 00
McGovern, Miss Eleanor	10 00
McGovern, Mrs. Patrick S.	10 00
McGowan, Miss Blanche J.	G.R. 1 00
Merriam, Miss Annie L.	5 00
Merritt, Miss Helen S.	5 00
Mersereau, Mrs. Jacob	10 00
Metz, Mrs. Mantion B., Jr.	25 00
Meyer, Miss Jennie A.	1 00
Meyer, Monroe A.	5 00
Middleton & Company, Ltd.	10 00
Milburn, Mrs. Devereux	10 00
Miller, Miss Annie	25 00
Miller, Mr. and Mrs. Edgar	2 00
Grim, Jr.	2 00
Miller, Mrs. Henry Wise	5 00
Minford, Miss Agnes A.	5 00
Moeller, Miss Hannah T.	2 00
Mohan, Mrs. R. Dorsey	1 00
Moon, Mrs. George C.	1 00
Moore, Benjamin	10 00
Moore, Edward S.	10 00
Moore, Frederick	10 00
Moore, Mr. and Mrs. Paul	50 00
Moore, Mrs. William H.	25 00
Morawetz, Mrs. Victor	5 00
Morgan, Miss Caroline L.	10 00
Morgenstau, Henry St.	10 00
Morris, Mrs. Irma C.	C.T. 1 00
Morris, Lewis Spencer	10 00
Morris, Richard L.	10 00
Morris, William H.	10 00
Morris, Mrs. William H.	5 00
Morton, Mrs. Paul	10 00
Mossman, Mrs. Howard Hill	10 00
Mott, Lewis F.	10 00
Mouraille, Miss M. Mathilde	5 00
Mueller, Miss Louise M.	5 00
Murray, Miss Catherine	2 00
Mutual Welfare League of Sing Sing Prison	G.R. 100 00
N.	
Nathan, Miss Rosalie	10 00
Neave, Charles	5 00
Neuss, William	10 00
Newbourg, M.	G.R. 10 00
Newhouse, Mrs. Walter Scott	1 00
Nichols, Mrs. Acosta	10 00
Nichols, George	10 00
Nichols, Mrs. John W. T.	5 00
Nitta, Mrs. Paul H.	G.R. 25 00
Norris, Miss Fanny	10 00
Norton, Mrs. Charles D.	25 00
Norsworthy, Miss Emily G.R.	5 00
Nourse, Miss Juliet L.	G.R. 5 00
O.	
Oakley, Alonzo Gore	5 00
O'Brien, Morgan J.	50 00
O'Connor, Miss Jeannette H.	G.R. 2 00
Ogden, Charles W.	10 00
Olafson, Olaf	G.R. 2 00
O'Neill, Miss Annie	C.T. 3 00
Openlyny, Wilfred A.	18 00
Osborn, Mrs. William Church	G.R. 10 00
Otis, F. Burton	G.R. 2 00
P.	
Paige, Mrs. Douglas W.	5 00
Palmer, Mrs. J. Culbert	2 00
Pappenheimer, Mrs. A. M.	15 00
Parsons, Miss Anna H.	1 00
Partridge, Theodore Dwight	20 00
Paulding, James Kirke	5 00
Pauli, Mrs. Rose T.	G.R. 2 00
Paventstein, Adolf	10 00
Pearce, William G.	25 00
Peebles, Miss Frances H.	2 00
Peterson, Siegrid	5 00
Pell, James D.	10 00
Perkins, Miss Elizabeth B.	5 00
Perkins, Miss Emily S.	5 00
Perkins, Mrs. George W.	75 00
Perley, Mrs. M. C.	2 00
Pfeiffer, Miss G. Oscar	1 00
Phelps, Miss Claudia Lea, 2nd	15 00
Phelps, Mrs. Luis James	G.R. 3 00
Phillips, Miss Edith M. A.	C.T. 5 00
Phillips, Miss Ellen A. G.	2 00
Pier Brothers, Mrs. M. C.	G.R. 25 00
Pierpont, Miss Julia J.	15 00
Pitkin, Mrs. Albert J.	50 00
Pitney, Mrs. J. O. H.	10 00
Phlanpton, Mrs. George A. G.R.	10 00
Polk, Frank L.	G.R. 10 00
Polk, Mrs. William M.	10 00
Pollock, W. G.	G.R. 10 00
Pope, Mrs. Charles Frank	40 00
Porter, H. Hobart	10 00
Post, Abram S.	10 00
Post, Mrs. Carroll J.	5 00
Potts, Herbert J.	G.R. 5 00

