

THE  
NEW DAY IN PRISON REFORM

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[1915]

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SEVENTY-FIRST ANNUAL REPORT

OF THE

PRISON ASSOCIATION  
OF NEW YORK

135 EAST 15TH STREET, NEW YORK

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PART ONE

THE PRISON ASSOCIATION AND PRISON REFORM IN 1915

PART TWO

INSPECTIONS OF CORRECTIONAL INSTITUTIONS

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ALBANY

J. B. LYON COMPANY, PRINTERS

1916

When the released prisoner returns  
shall he meet

THIS

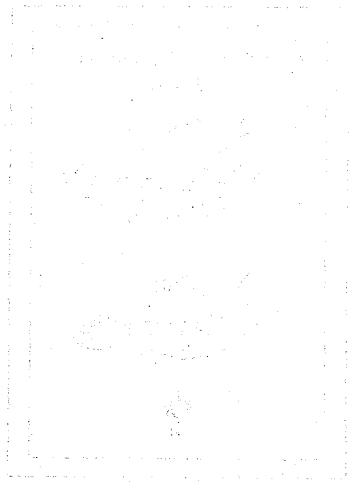


OR

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State Industrial Farm Prison, Proposed by Prison Association.

## PREFACE.

THIS publication of the Prison Association of New York is an official report to the Legislature of the State of New York, the seventy-first of the series of annual reports begun in 1845.

Paragraph Six of Article Eleven 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 same paragraph furthermore gives to the Prison Association of New York adequate power to make such inspections, and the State of New York provides for the printing of five hundred copies of the annual report of the Prison Association. Additional copies, to the number of several thousand, are purchased by the Prison Association for distribution to its contributors and many others, not only in New York State but elsewhere.

The principal activities of the Prison Association are outlined on pages 22-49 of this Report, and a detailed statement of the many departments of the Association can be found on pages 19-69 of the Annual Report of the Association for 1914. The departments of the Society are the following: Administrative, Inspections, Parole, Probation, Relief, Employment, Research, Financial.

The Prison Association has enjoyed in 1915 probably the most useful and constructive year of its existence. Its work has been more far-reaching, more efficient, and its disbursements larger in the cause of sane prison reform than ever before.

Our Annual Report this year differs somewhat from those of many previous years, in that the great increase in our activities has caused the selection, for the Annual Report, of the most important and imminent things in the betterment of prison conditions and the condition of prisoners in which

the Association is playing an important part. For instance, extended treatment is given of such timely and significant topics as "The Progress of Prison Reform," "The Abolition of Sing Sing," "The Problem of the Prison Industries," the Department of Correction of the City of New York, as well as the great need felt for State institutions for the defective delinquent, the tramp and vagrant, and the young misdemeanant.

Less space in the Annual Report is given, proportionally, to the daily activities of the Prison Association's relief work, its parole and probation problems, and its constant usefulness as a general consulting and cooperating agency, even though during 1915 the Association probably reached the highest point yet in those branches of sensible, patient, daily usefulness.

We would further direct the attention of those of our friends who wish special details regarding our State prisons and their condition to the reports of the Superintendent of Prisons and of the Prison Commission, which can be obtained upon addressing them at the Capitol, Albany, New York.



A Medieval Survival in New York State. Prisoners under Punishment, Onondaga County Penitentiary.



The Daily Outlook in an All-Steel Jail.

TO THE CONTRIBUTORS AND OTHER FRIENDS OF  
THE PRISON ASSOCIATION.

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**T**HIS volume, the Annual Report for 1915, comes to you from the Executive Committee of the Prison Association in very warm-hearted and sincere appreciation of the help you are giving to prison reform through this Society as an agency.

We know that any organized charitable effort must become materially dependent upon its machinery and its system for results, and we know, too, that when such a Society as ours comes to have several thousand contributors and a fairly large staff of workers, there cannot be the constant in-touchness between the supporters of the work and the daily workers that is possible when only a few are cooperating.

*But we want you, every one, to know that this Association is what its name means, a gathering together of friends of a good cause.* Our workers are filled with sympathy and zeal. Our machinery serves only to make our work prompt and useful. And we who are near the center of the "work" are convinced that out among our supporting friends there are many hundred large-hearted and zealous associates in this work — which is in a mighty field, and one needing all our energy and patience. So we send to you this word of appreciation and thankfulness for your cooperation.

THE EXECUTIVE COMMITTEE.

THE PURPOSES  
OF  
THE PRISON ASSOCIATION OF NEW YORK

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

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THE PRISON ASSOCIATION OF NEW YORK.

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Messrs. GREGORY, GRAY AND WILLIAMS.

## THE PRISON ASSOCIATION'S STAFF IN 1916.

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### ADMINISTRATION.

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R. S. MORISON, Cashier.  
Miss BEATRICE STECKER, Clerk.  
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Mrs. H. B. LEAGUE, Telephone Operator.  
Miss ALICE SCHMIDT, Clerk.  
Miss L. I. GAY, Clerk.  
Miss SOPHIE CARLSON, Clerk.

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### INSPECTION AND RESEARCH.

PHILIP KLEIN, Assistant Secretary.  
E. R. CASS, Assistant Secretary.  
Mrs. M. WOOLFALL, Stenographer.

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### PAROLE AND RELIEF BUREAU.

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

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### PROBATION BUREAU.

D. E. KIMBALL, General Agent and Probation Officer.  
Miss MINERVA ROSENTHAL, Stenographer.

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### EMPLOYMENT BUREAU.

CHARLES K. BLATCHLY, Secretary.  
Miss ELIZABETH BARNETT.

THE UNIVERSITY OF CHICAGO

PHYSICS DEPARTMENT

530 SOUTH EAST ASIAN AVENUE

CHICAGO, ILLINOIS 60607

TEL: 773-936-3700

FAX: 773-936-3700

WWW: WWW.PHYSICS.UCHICAGO.EDU

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### Dr. Charles Raymond Henderson

Dr. Charles Raymond Henderson, professor at the University of Chicago, and a leader in American penology and criminology, died in March, 1915, as a direct result of overwork in important civic duties in Chicago. Dr. Henderson's contributions to American knowledge of the proper treatment of lawbreakers were many and valuable. His spirit permeated the meetings of the American Prison Association, at which he was a regular attendant. In practically every field of American social service he was at home. He was at the time of his death the United States representative on the International Prison Commission, having succeeded in this position in 1909 Dr. Samuel June Barrows, formerly corresponding secretary of the Prison Association, who, like Dr. Henderson, died in the midst of most important civic work.

"We might recite the long list of our dead friend's official duties, his connections, his successes. But the best vision of his valuable life that remains to us is that of the gentle, helpful, faithful Dr. Henderson, moving smilingly among us at our meetings, always glad to meet us all again, always ready and even eager to hear of the work and problems of others — and always making others better social servants, better citizens, who came in touch with him."

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Dr. Charles R. Henderson, United States Representative International Prison Commission, Died March, 1915.

STATE OF NEW YORK

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No. 53

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IN SENATE

APRIL 20, 1916

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

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HON. EDWARD SCHOENECK,

*Lieutenant-Governor of New York:*

SIR.—In accordance with chapter 163 of the Laws of 1846, we have the honor to present the seventy-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 EUGENE SMITH, *President.*

O. F. LEWIS, *General Secretary.*

## THE PRISON ASSOCIATION OF NEW YORK.

**T**HE Prison Association of New York is a charitable society, absolutely dependent upon voluntary contributions. It was founded in 1844, and received a charter from the State in 1846. It has had an unbroken record since 1844, and at present conducts a larger number of activities, and we hope more efficiently, than ever before. The officers of the society are president, vice-president, recording secretary, general secretary, treasurer and an executive committee, which constitutes the governing board of the Association. The general secretary is the salaried executive of the Association. The objects of the Association are, according to the charter:

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.

In recent years the objects of the Association have been stated briefly as follows:

1. The protection of society against crime.
2. The reformation of the criminal.
3. Protection for those unjustly accused.
4. Probation for first offenders.
5. Improvement in prisons and prison discipline.
6. Employment, and, when necessary, food, tools and shelter for discharged prisoners.
7. Necessary aid for prisoners' families.
8. Supervision for those on probation and parole.
9. Needed legislation.

The legal power of the Association is considerable. The executive committee, by such committees as shall from time to time be appointed, has the power and the duty to 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. The authority for such inspection is found in Paragraph 6 of Article 11 of the constitution of the Association. Orders for the purpose of inspection and investigation are issued by one of the judges of the Supreme Court, or by other competent authority.

The record of the Prison Association has been one of honor and of value to the State. The Association was founded at a time when the rights of the prisoner and the duties of the State were very insufficiently guarded or understood. The society grew out of a wave of protest against abuses of prisoners and the low state of prison administration in this State. The activity of the society has been characterized not so much by a conspicuous declaration of activities as by persistent and quiet cooperation when possible with prison authorities and by consistent propaganda for the betterment of prisoners and the treatment of crime.

Conspicuous among the many results in which the Association shared were the campaign for the establishment of Elmira Reformatory; the study of the jukes family by Mr. Dugdale, one of the managers of the Association; the development of probation in New York State; the development through many years of the parole system in New York City for the State reformatories and State prisons; the establishment of the National Prison Association (now the American Prison Association) through the activity of Dr. E. C. Wines, corresponding secretary of the Association in 1870; the organization of the International Prison Congress by Dr. Wines after he had laid down his office as corresponding secretary of the Prison Association; the election of Dr. Barrows, corresponding secretary of the Association from 1900 to 1909, as president of the Eighth International Prison Congress; the campaign against the fee system in the case of county sheriffs; the increase of the endowment fund of the Association since 1910 from \$9,000 to nearly \$100,000, and the increase in recent years not only of the membership of the Association, but of the income of the Association and the accompanying development of the fields of activity of the Association. In recent years the Association has made a considerable part of its activity the cooperation in development of new institutions, such as a new Farm Industrial

Prison to take the place of Sing Sing, the State Industrial Farm Colony, the State Reformatory for Misdemeanants, the farm colony of the Board of Inebriety of New York City and the proposed State Custodial Asylum for Feeble-Minded Male Delinquents.

The Prison Association is recognized throughout the country as an important association in its field, and is daily called upon to furnish information to citizens of other States and countries as to the betterment of prison conditions, legislation and other social problems connected with delinquency.

## THE PRISON ASSOCIATION IN 1915.

The Executive Committee of the Prison Association appreciates most keenly the support given by the contributors to the society during 1915. Without their generous help the splendid record of the year could not have been accomplished. It has been a year of steady, substantial progress, tested always by the effect the activities of the society have had upon prisoners, prisoners' families and prison reform. Five years ago the Association announced the beginning of a decade of reorganization and advance. We can assure our members and other contributors that good progress is being made.

The following paragraphs state briefly some of the most important accomplishments of the last year. We have purposely reduced this portion of our Annual Report, in view of the many important chapters we have devoted to matters of State-wide importance in prison reform and also in view of the several hundred pages of inspections, which must and should be included in our report to the Legislature.

Throughout the year our campaign for a farm industrial prison, to take the place of Sing Sing, has been uppermost in our minds. Notwithstanding a most determined effort in the spring of 1915, we were unable to secure the abandonment of Sing Sing. The Association urged the establishment of a new farm industrial prison upon the so-called Beekman site, about twenty miles southeast of Poughkeepsie, purchased in 1912 by the State for a farm industrial colony for tramps and vagrants. The Association also urged that in case the Beekman site were chosen for a prison, the site already owned by the State at Wingdale should without fail be utilized for an industrial farm colony for tramps and vagrants.

In the early fall the Association, through a special committee, compiled the most comprehensive study yet made of reasons for the abandonment of Sing Sing prison, the establishment of a farm industrial prison, and the relative merits of the two sites in Dutchess county, Wingdale and Beekman, for the location of such a farm prison. This report, much of which is outlined on pages 58-78 of the present report, was furnished in the fall of 1915 to Senator Henry M. Sage, Chair-



The Exercise Corridor in an "All-Steel, Inside-Cell" County Jail.



The "Reformatory" Outlook of a Prisoner in an "All-Steel, Inside-Cell" County Jail.



man of the Finance Committee of the Senate. With the advent of 1916, the Association has begun again its campaign for the securing of a farm industrial prison.

In the spring of 1915, the Prison Association elected to membership in the Executive Committee, Mr. E. Trowbridge Hall, a retired business man, who became especially interested in the problem of prison industries at Sing Sing. Through his generous support, it was possible in the summer and early fall to conduct through Mr. Paul Kennaday a study of the prison industries of the State, the results of which study are embodied on pages 79-87 in the present annual report. Out of this study developed, in the fall of 1915, the Prison Industries and Employment Association, composed of a group of business and professional men in New York City whose special interests are in the line of prison labor and the employment of released prisoners. Mr. Kennaday became secretary of the above-named committee and is closely affiliated, in his work, with the Prison Association. Important results are looked for during 1916 from this very useful alliance. The problem of the prison industries has long been one of the most complicated and fundamental in prison reform in this State.

During the legislative session very earnest efforts were made by the Association and other prison reform groups to secure the passage of a reasonable bill providing for more liberal terms of parole for inmates of our State prisons. The bill ultimately submitted, and the attitude of the Governor and the Legislature, were not sufficiently in accord to secure the passage of the bill. The necessity not only of granting more liberal terms of parole but also of equalizing more nearly the sentences of persons committed to State prisons under indeterminate and definite sentences has been so apparent that the Association will make a most earnest effort during 1916 to secure the passage of an adequate bill.

A bill of the highest importance to New York City was passed by the Legislature, putting upon an indeterminate sentence basis the New York County Penitentiary, the New York City Reformatory for Misdemeanants, and, for a considerable proportion of inmates, the New York City Workhouse. This bill is outlined in detail on pages 119-125 of the present annual report. Great credit is due to Dr. Katharine Bement Davis, Commissioner of Correction of New York City, for the drafting and passage of this bill. A reason advanced

for the non-passage of a parole bill for State prisons was the desire of the Governor to first observe the results of the so-called New York City parole bill. This act, however, only went into operation on January 1, 1916. It is a bill of the highest importance not only to New York City but to all other large municipalities, which may, if the act is successful in its results, be led to advocate similar legislation.

During the legislative session the Association advocated appropriations for a State Industrial Farm Colony for Tramps and Vagrants, and for a State Custodial Asylum for Feeble-minded Male Delinquents. None of these appropriations was granted. The high importance of providing adequately for vagrants, for young misdemeanants and for the delinquent feeble-minded is outlined in the present annual report.

The important position held by the Prison Association in this State as a counselling and advisory body has been shown by the frequent use made of the Society by officials of State, county and city correctional institutions.

Conspicuous during the year has been the advance toward completion of the Erie county jail. This jail, located in Buffalo, is the second largest county jail in the State. In 1914, the Erie County Board of Supervisors, after months of discussion, voted to renovate the jail upon the so-called "outside-cell plan" advocated during recent years by the Prison Association and supported by the leading penologists and criminologists of the country. This jail, when completed in 1916, will supply to each prisoner a separate room with window to the outer air, adequately guarded against escape by steel bars, and affording to the prisoner for the first time the chance of privacy and to the jail administration the opportunity for adequate classification. It is unfortunate that the new jail must be reconstructed out of the old jail, instead of giving full scope to the architects to develop the new jail upon wholly modern lines.

During 1915 a highly important decision was reached by Westchester county when the Commissioners began the construction of a new county penitentiary, to take the place of the county jail at White Plains, upon the "group-unit plan" instead of upon the old traditional cellblock plan. A detailed description of this county penitentiary will be found on pages 111-114 of the present annual report. Because there is a strong trend throughout the country in the direction of building

prisons and jails upon wide acreage and with detached buildings for housing inmates, the new jail in Westchester county will undoubtedly attract attention in many States. It is not too much to say that this county penitentiary, if successfully built and successfully administered, will mark a definite turning point in prison construction throughout the country. Mr. Alfred J. Hopkins of New York City, the architect chosen by the Westchester County Building Commission, has during the year accepted many suggestions of the Prison Association as to the layout and administrative features of the proposed county penitentiary.

The New York City Department of Correction has been most cordial in asking repeatedly the cooperation of the Prison Association, particularly in its plans for renovation of old institutions or for the establishment of new institutions. Special comprehensive inspections have been made by the Association of the New York County Penitentiary, the New York City Workhouse and the New York City Reformatory for Misdemeanants, and reports of the same have been submitted to the Department of Correction. Repeated inspections have been made of New Hampton Farms, the country division in Orange county of the New York City Reformatory, for the purpose of assisting in the introduction and maintenance of satisfactory sanitary and administrative conditions. The plans for the proposed New York City Reformatory at New Hampton Farms have been worked out to some extent in cooperation with the Association, which has also, through the cordial and valuable assistance of Mr. Mortimer J. Fox, proposed a tentative plan for the erection of an industrial penitentiary on Hart's Island, to be begun as soon as the Reformatory shall have been removed to New Hampton Farms.

The very numerous inspections made by Mr. Philip Klein and Mr. E. R. Cass, assistant secretaries of the Prison Association, of the State, county and city institutions, have led to many important improvements in those institutions. The entire second part of this Annual Report bears testimony to the thoroughness and the cooperative policy of the said inspections, of which 146 have been made, not including many occasional visits. One hundred and four inspections of county jails and county penitentiaries are recorded. Following each inspection, reports have been made, revised, and finally sub-

mitted to the authorities administering the various institutions. At the time of the inspections of county jails, members of various committees, boards of supervisors, etc., in the different counties have been consulted and advised relative to the carrying out of recommendations made in the reports. There has been continued agitation for the abolition of demoralizing idleness among the prisoners serving sentences in the county jails. Analyses of successful methods of employment of county jail prisoners in some counties have been made and emphasized. Conferences with representatives of labor organizations have been held relative to their attitude concerning the employment of sentenced prisoners in the jails.

Continued activity is recorded also in the introduction and maintenance of libraries in the county jails of the State, in cooperation with the Jail Library Committee.<sup>1</sup> At the time of each inspection, the library books are examined and information is gathered as to the methods of distribution of the books among the prisoners. The information is communicated to the donors of the libraries in the respective jails, and, if necessary, new books are supplied by that member. During the year also an effort has been made to establish county committees to work in cooperation with the Prison Association in improving the physical condition and equipment of the county jails, to urge upon the boards of supervisors the need for finding employment for sentenced prisoners, and to cooperate with them as much as possible in the solution of this important problem. It is hoped that such county committees may be further developed during 1916, who may assist also in finding employment for released prisoners, in encouraging probation for first offenders, and in securing relief for prisoners' families.

Not infrequently individual cases have been discovered in the jails, in the course of inspections and investigations, necessitating consultation with county jail authorities, district attorneys, sheriffs and probation officers. Sometimes during inspections, charges of brutality are made by prisoners, each necessitating careful investigation. Two notable instances of this occurred, one in the Erie county penitentiary and one in the Schenectady county jail. Occasionally, injudicious commitments to the county jails of young boys are found. The cooperation secured from probation officers and county judges has helped to bring about a more judicious disposition of such cases.

<sup>1</sup> See page 31.

In two instances, requests from committees outside the State were acceded to, and Mr. Cass made informal inspections of two county jails in the State of New Jersey. In each of these instances a survey was made of the possibilities for the employment of sentenced prisoners, and a movement followed to secure county jail farms.

Citing briefly some of the most important changes effected, directly or indirectly, through our inspections of county jails we give the following:

In *Monroe County* many changes have been made in the improvement of the jail equipment and the treatment of the prisoners. The most important changes are the installation of a fumigating apparatus for clothes and bedding; new toilets; jail yard for exercising prisoners in the open; aluminum cups and eating pans instead of crockery or tin; the introduction of mattresses instead of blankets only for the beds; especial visiting-room for attorneys instead of giving them the free run of the jail. Screen arrangements have been made so as to separate prisoners from visitors.

In *Franklin County* a thirty-acre jail farm has been purchased, and in the spring of 1916 prisoners will be employed on it. The splendid example of St. Lawrence county brought to the attention of the county authorities in our reports is responsible for this.

*Richmond County* will have an additional session of the grand jury when the population, in the opinion of the county judge, shall justify it.

*Suffolk County*, in the past year, worked on the village highways a daily average of nine prisoners. On the new county tuberculosis hospital site, twenty-five prisoners were employed daily, and it is estimated that the net value of this labor to the county exceeds \$4,000. A four-hundred-acre farm is to be purchased.

*Ulster County*.—Striking improvement in the cleanliness and equipment in the jail; better food supply for the prisoners; a more satisfactory attitude of the sheriff and his staff toward their work in the jail.

*Cattaraugus County*.—Important changes in the toilet equipment; more favorable treatment of the prisoners, particularly in the matter of food.

*Bronx County*.—As a result of much criticism in our frequent reports as to the congestion in the original jail, a branch jail

is provided. The care of the prisoners has been improved through more liberal periods of exercise, better classification and cell equipment.

*Broome, Livingston, Essex and Chemung* counties have appointed committees to study the possibilities of employment for the inmates serving sentence in the jails. These committees have been supplied with valuable material by the Prison Association and have also made visits to other counties.

*Clinton County.*—The jail is to be renovated.

*Cortland County.*—Committee appointed to study possibilities of employment for sentenced prisoners and also to study plans for the construction of a new jail.

*Oneida County.*—Plans for the construction of a jail midway between Rome and Utica under consideration.

*Columbia County.*—New jail under construction.

*Dutchess County.*—Present sheriff using inmate labor to manufacture mattresses and finish toweling, sheets, and pillowcases.

*Oswego County.*—Pulaski jail abandoned.

Within New York City, important improvements have also resulted from the inspections. The Department of Correction has attached special importance to a comprehensive study by Mr. Klein of the medical service of the Department, and recommendations have been made by the Department along the general lines of the study, including a recommendation for a general medical superintendent.

The Association drew two bills for the improvement of methods of treatment and disposition of insane criminals, and sought to secure their passage in the Legislature of 1915. One of the bills passed both houses but failed to receive the signature of the Governor. One of the bills passed the Senate but failed to pass the Assembly. Sufficient attention was aroused, however, so that municipal officials have assumed the duty of following out the provisions of the bill.

Our inspectors have been watchful in the matter of the treatment of individual prisoners. Out of the discovery of an improper arrest of a child in the Bronx resulted a change in the methods of dealing with juvenile delinquents in that county.

Through becoming aware of the obvious dearth of reading matter in the institutions of the Department of Correction,

a marked advance has been brought about by the Prison Association in the supplying of literature to prisoners. In the Queens county jail a library has been established as a result of the work of the Prison Association in securing the cooperation of the New York Public Library. In other institutions of the Department permanent libraries are being organized.

In the anticipation of the introduction of the new parole law for New York City on January 1, 1916, the Commissioner of Accounts of New York City gave detailed attention in the fall to the preparation of an exhaustive system of blanks, records, etc., in the preparation of which the assistance of the Prison Association was invited and received through many weeks. The Association also cooperated with the Department of Correction in the preparation of its Panama-Pacific exhibit.

With the Joint Committee on Prison Reform, established by the Women's Department of the National Civic Federation (New York and New Jersey branches) in the spring of 1914, the Prison Association has affiliated very closely, two members of the Association being on the Executive Committee of the Joint Committee on Prison Reform. In the summer of 1914, preparations were begun by the Joint Committee for a Prison Exhibit, a hitherto untried feature in public education along prison reform lines. The outbreak of the European war and the consequent probable reduction in financial support caused the postponement of the plans for a prison exhibit until the summer of 1915, when preparations were again begun. During the fall the prison exhibit was organized, the work requiring months of most careful preparation. Under the general management of Mrs. Francis McNeil Bacon, Jr., Chairman, and Mr. Alexander Cleland, Secretary of the Joint Committee, the cooperation in particular of the Russell Sage Foundation and of the Prison Association was utilized.

The Prison Exhibit was finally opened in New York on January 10, 1916, and consisted of fourteen divisions, presenting a well coordinated general survey of New York prison conditions. Special emphasis was laid upon the necessity for the abolition of Sing Sing and the establishment of a farm industrial prison on wide acreage. Sections of the exhibit were devoted to prison industries, prison administration, reformatories, county jails, women delinquents, tramps and

is provided. The care of the prisoners has been improved through more liberal periods of exercise, better classification and cell equipment.

*Broome, Livingston, Essex and Chemung* counties have appointed committees to study the possibilities of employment for the inmates serving sentence in the jails. These committees have been supplied with valuable material by the Prison Association and have also made visits to other counties.

*Clinton County.*—The jail is to be renovated.

*Cortland County.*—Committee appointed to study possibilities of employment for sentenced prisoners and also to study plans for the construction of a new jail.

*Oneida County.*—Plans for the construction of a jail midway between Rome and Utica under consideration.

*Columbia County.*—New jail under construction.

*Dutchess County.*—Present sheriff using inmate labor to manufacture mattresses and finish toweling, sheets, and pillowcases.

*Orwego County.*—Pulaski jail abandoned.

Within New York City, important improvements have also resulted from the inspections. The Department of Correction has attached special importance to a comprehensive study by Mr. Klein of the medical service of the Department, and recommendations have been made by the Department along the general lines of the study, including a recommendation for a general medical superintendent.

The Association drew two bills for the improvement of methods of treatment and disposition of insane criminals, and sought to secure their passage in the Legislature of 1915. One of the bills passed both houses but failed to receive the signature of the Governor. One of the bills passed the Senate but failed to pass the Assembly. Sufficient attention was aroused, however, so that municipal officials have assumed the duty of following out the provisions of the bill.

Our inspectors have been watchful in the matter of the treatment of individual prisoners. Out of the discovery of an improper arrest of a child in the Bronx resulted a change in the methods of dealing with juvenile delinquents in that county.

Through becoming aware of the obvious dearth of reading matter in the institutions of the Department of Correction,

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young offenders, feeble-minded delinquents, short sentences, definite and indefinite sentences, the released prisoner, parole, probation and the correctional needs and plans of the New York City Department of Correction. Under the auspices of the Joint Committee on Prison Reform, consisting of representatives and members of prison reform organizations, public and private, in New York City and State, the exhibit was financed; it consisted of a very large number of important panels, each illustrating in a graphic and striking way the conditions in the correctional institutions of this State.

The Prison Exhibit also presented many original models, charts, electrical devices and the like. During the summer and fall, about 7,000 feet of very striking motion-pictures were taken of the daily life in Sing Sing and Great Meadow prisons, and of the repetition of the experiences of Mr. Thomas Mott Osborne in Auburn prison in the fall of 1913 as a voluntary prisoner. The motion-picture films furnished an exceptional opportunity to see for the first time absolutely truthful motion-pictures of the prison systems of this State, taken with the hearty cooperation of the authorities of the Prison Department and the several State prisons. The pictures were produced for educational purposes only.<sup>1</sup>

It is estimated that at least 50,000 people visited the Prison Exhibit, and great interest was aroused not only in this State but also outside the State, a number of requests being received for the display of the Exhibit in other States. It is planned to send the Exhibit to other cities of this State during 1916. The Exhibit was developed and managed with exceptional efficiency by Mr. Cleland.

The cooperation of the Prison Association with other organizations was also especially manifest during the past year in the case of the Horatio Street House, now known as "No. 70 Horatio Street," a Home for Discharged Women Prisoners. In the fall of 1914 the Prison Association called a special meeting of some of its members and friends to consider the possibility of establishing a home for discharged

<sup>1</sup> Our present report goes to press in the spring of 1916, giving an opportunity to state that the Prison Exhibit proved a most remarkable success. It was exhibited at the Russell Sage Foundation Building in New York City from January 10th to 26th, 1915; in Buffalo at the Elmwood Music Hall from February 4th to 6th, inclusive; in Rochester at the Convention Hall Annex from February 13 to 16th, inclusive; in Syracuse from February 28th to March 4th, inclusive; and in Albany from March 13th to 18th, inclusive.

**TRAMPS COST**  
The people of New York State at least \$2,000,000 a year through  
 Destruction of property  
 Petty thefts  
 The spread of disease  
 THE TRAIL OF THE TRAMP  
 Five-weeks' confinement  
 Hospital and alms-house charges

**WHAT DO WE GAIN BY ALL THIS?**

**HOW DO WE DEAL WITH TRAMPS AND VAGABONDS?**  
 MOVE THEM EAST  
 BUILD A TRAMP WORK COLONY  
 The latter is the best and will be the best  
 Fully 1500 tramps were lodged in 12 jails and hospitals at a cost of \$100,000 in New York State in 1913  
 (Report of State Department of Prisons)  
 Would another appropriation help you to see the difference of our State's policy of tramping?

**TRAMP LIFE**  
 THE COLONY LIFE OF A TRAMP  
 A TRAMP WORK COLONY  
 1. Better than being locked up because of the isolation  
 2. Refuse to work for the night  
 3. Earn big money  
 4. Eat good food  
 5. Get a good night's sleep

Panels from the Prison Exhibit.

**A PRISONER'S DAY IN SENECOTA COUNTY JAIL IN NEW YORK STATE**  
 40 minutes cleaning  
 No sleep in the cell  
 No soap  
 No paper  
 No tobacco  
 No food  
 No water  
 No light  
 No heat  
 No recreation  
 No work  
 No money

**A JAIL FARM**  
 A simple problem in agriculture  
 The prisoners work the land for the State  
 They are paid for their work  
 They are given a fair share of the produce  
 They are given a fair share of the profits  
 They are given a fair share of the losses  
 They are given a fair share of the risks  
 They are given a fair share of the rewards

**GOOD BUSINESS!**  
 St Lawrence County spend 25 cents per day per man  
 BY JAMES LABON  
 AND THE PRISONERS WORK MUCH BETTER OFF

**ROAD WORK**  
 helps to solve the serious problem of fire burning on our highways  
 PRISONERS NEED IT  
 1 THERE IS PLENTY OF IT  
 2 IT IS RECREATION, OUTDOOR EXERCISE  
 3 IT MEANS MORE GOOD IDEAS FOR LIFE MONEY  
 4 It means a few shillings and many unsatisfied women  
 On the highway funds are limited to the aid of prisoners, spend by daily account  
 THE WORK POURS A few shillings and MANY unsatisfied women

**EVENING Reading and Movies**  
**A WORM MAN AT THE END OF EVERY DAY**

Panels from the Prison Exhibit.

women prisoners, the city being singularly lacking in agencies for the proper care of delinquent women. A special and separate committee was formed, and issued an appeal for funds, \$3,500 being the sum specified and obtained, and early in January, 1915, the house was formally opened.

It started with accommodations for twelve women. During the year two more beds were added and four rooms were obtained in the house of the Director Deaconess Virginia Young, directly across the street. The house has been used with great success, and particularly for women discharged from the Workhouse. The first annual report of "No. 70" says: "Every day the Workhouse boat lands about thirty forlorn and bedraggled women on the 26th Street Pier, many of whom find their only welcome in the backroom of the nearest saloon, and some of whom really want to be decent, while others might be made so if they could be reached. To these our little home opens its door, which, having swung wide for the new comer, is closed upon her past."

In ten months from January 1 to October 31, 1915, 165 women have been helped, of whom a fairly large number have been materially improved. The Prison Association is indeed glad to have had a part in the establishment of this very necessary house.

The Jail Library Committee is a group of citizens accomplishing a practical philanthropy with the hearty cooperation and frequent counsel of the Prison Association. This Committee, organized at the rooms of the Prison Association in 1913 by Miss Ella H. Davison, has undertaken successfully to supply every county jail in the State with a jail library. Prior to the time when this work was begun, the majority of the jails were not furnished with sufficient or proper reading matter. In some, occasionally a few discarded books were brought in by residents of the county, and now and then back numbers of magazines. Now, in every county jail a set of from twenty-five to fifty desirable books can be found. A novel plan was developed by Miss Davison for securing the libraries. A donor was assigned to each jail. In most of the jails fifty books were furnished by the donor, there being a separate donor for almost every jail. The first installation occurred in March, 1913, in the Washington county jail at Salem. The last jail supplied was at Lake Pleasant,

Hamilton county, in the spring of 1916. During 1915, books have been renewed in nineteen jails. Mr. Edward R. Cass, Assistant Secretary of the Prison Association, inspects the jails and reports upon the condition of the libraries.

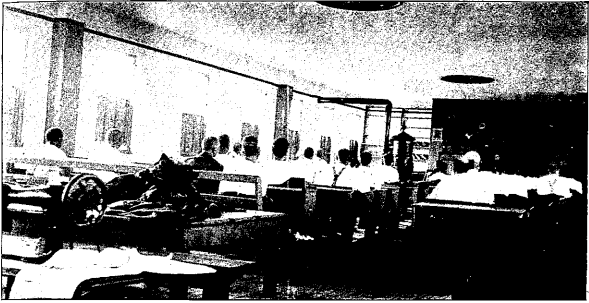
Since its foundation in 1844 the Prison Association has aimed to help secure employment for released prisoners. In more recent years, with the growth of parole work, our agents have had less time per individual than was formerly the case in the securing of employment. In 1915, for instance, the total number of men on parole to the Prison Association from the State prisons was 151.

In order to help much more intensively the men coming out of prisons and other correctional institutions, the Prison Association engaged as employment secretary, in October, 1915, Mr. Charles K. Blatchly, formerly Superintendent of the Joint Application Bureau of the Charity Organization Society and the Association for Improving the Condition of the Poor. Mr. Blatchly was for seven years at the head of that Bureau and prior to that time on the staff of the State Board of Charities, and came to the Association well equipped for his special work.

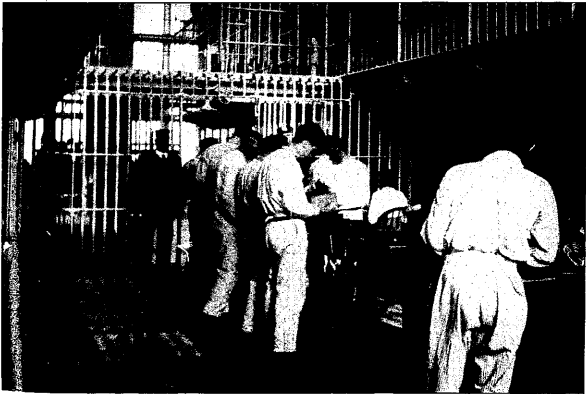
The results of the first ninety days of his activity, from October 4, 1915, are a matter for congratulation. Of a total of 144 men interviewed intensively by the employment secretary, ninety-seven secured work, either directly or indirectly, through the assistance of the employment secretary. Nearly every man who applied at the offices of the Association between October 1, 1915, and the end of the year, who was willing and able to work, was placed during that period. Since the work was started there has been a constant increase in the number of placements, which promises well for the future usefulness of this work. The employment secretary comes in touch by letter and personal visit with a growing circle of business men who are willing to give the ex-prisoner a chance to make good. Those who make good (and there are many of them) thereby give a chance to our Bureau to place other men with the same employer. Both in the matter of common laborers and in skilled trades there has been a larger opportunity for placements than the employment secretary had released prisoners to fill.

That the securing of employment for released prisoners is

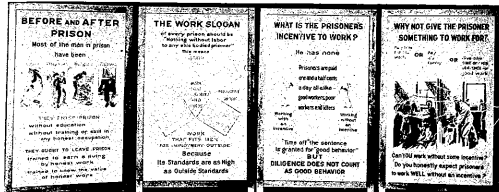




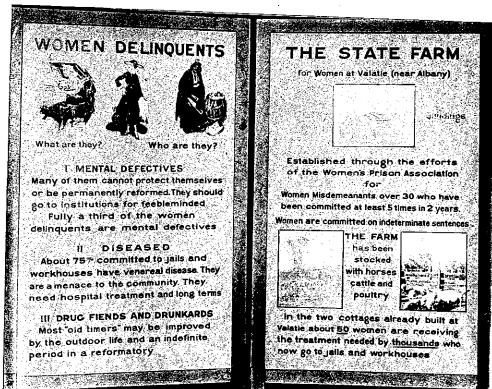
Idleness in Albany County Penitentiary. Keeper in Charge. Shop Unused.



Branch Public Library. City Prison, Queens.



Typical Panels. The Prison Exhibit.



Typical Panels. The Prison Exhibit.

going to be one of the main features of future efforts for their rehabilitation is shown by the recommendation of Governor Whicman that an employment bureau be established by the State Prison Department, and by the prominent place which this work is being given by the new Parole Board of New York City. The successful employment secretary must not only be a good "case worker" but must be competent to give vocational guidance to many of the prisoners who come to him for aid in finding work. It is one thing to find a job for a prisoner and an entirely different matter to find employment suited to the capabilities of the individual applicant, where he will remain and make good. The measure of success of this placement work will depend on the best selection of the applicant for the job.

No matter how important employment is in aiding a prisoner to become a good and useful member of the community, it is not a panacea for all the problems of the discharged convict. Exactly one-half of all ex-convicts applying for work were found to be suffering from such serious handicaps and diseases as to prevent them from earning a living except under the most favorable conditions. These handicaps and diseases included tuberculosis, heart disease, kidney disease, asthma, Bright's disease, varicose veins, rupture, Potts' disease, ankylosis, deafness, poor eyesight, old age, syphilis, gonorrhoea, broken wrist and partial paralysis. Seventeen men stated that they were habitual drunkards, 7 were clearly mentally defective, 10 others were dull or below normal, 1 was senile, 3 very nervous, 4 with surly or erratic dispositions, 1 a drug fiend at the time of application. Obviously, the hospital, the home for the aged, relief agencies and custodial institutions are needed rather than employment in the solution of the above problems. To discover these needs and recommend suitable relief measures is part of the work of a good employment secretary.

The prominence now given prison reform, the new penology and all matters pertaining to correctional problems has brought many new and untrained workers into the field. In consequence, there is much overlapping of relief of the kind that pauperizes instead of helping the recipient to become self-supporting. Greater co-operation is needed between these agencies. A central registration bureau is needed to make available to any interested person the facts about individual

applicants known by any other correctional agency. By such a system of registration, imposters would be eliminated readily and the man genuinely in need of any kind of aid would receive it more promptly than now.

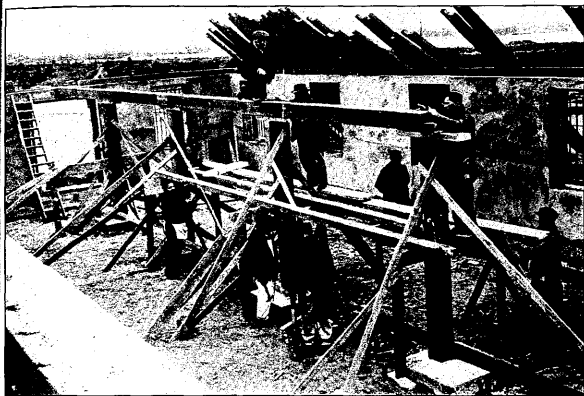
Nearly one-half of all applicants for employment were born in New York City. Over two-thirds were born in the United States. Only 20 of the 144 applicants stated that they had had any definite business or trade training. Forty-seven different occupations were represented by the answers given to "First Position at What?" at the beginning of their work career. This large variety of occupations seems to indicate that there is no particular crime significance in the occupation chosen.

Sixty-five different occupations were given as the regular work of the 144 applicants. Forty-three other occupations were represented by these same applicants. No union man in good standing applied for work. Only 9 applicants admitted that they ever belonged to any union. Nineteen different institutions were given as the places of last confinement.

For many years Mr. D. E. Kimball, as the representative of this Association, has acted as probation officer in the Court of General Sessions of this city. During the fiscal year ending September 30, 1915, there were 192 persons on probation to him, 95 visits were made to probationers, 586 investigations were made by Mr. Kimball or his assistant, and 718 calls were made by probationers at his office. In previous reports of the Association the methods of our probation work have been outlined in detail.

The probation officer is by no means simply an investigator. The probation officer's duty is but begun when he or she has gotten the most essential facts. The real probation officer must be wise and patient, painstaking, stern, sympathetic, long-suffering, diplomatic and courageous. The judge upon the bench must depend to a considerable extent upon the probation officer for his information prior to the sentencing of a prisoner. Upon the breadth and depth of vision of a probation officer depends to a considerable extent the degree of increase or decrease of crime among those committed to him for supervision.

The probation officer's work teems with human interest. During the year, cocaine as a cause of crime has impressed



Inmate Labor Building an Outside-Cell Structure, Michigan State Prison, Jackson.



Old Log House Repaired at Indiana State Penal Farm and Used as Tobacco Factory.

itself more and more strongly upon Mr. Kimball. Men and women addicted to the use of cocaine and other derivatives of morphine will commit criminal acts to secure the money with which to purchase drugs. When the habit is once formed, it is exceedingly difficult to overcome. Drug users have told Mr. Kimball that the general impression is wrong that the use of such drugs produces a feeling of exhilaration. They say that while this is true during the first few periods of indulgence, the effect of exhilaration ceases when the habit has been formed and the shattered nervous system demands the drugs, even though hated, as absolutely essential to life.

One of our women probationers is a notable case. Her husband, who had been using cocaine for five years, persuaded her to join him in its use. The family income was small, the husband being employed in a clothing factory at small wages. As new laws were passed, making the drug more and more expensive, the husband and wife became desperate, and the husband stole two valuable coats from his employers and succeeded in getting them out of the shop. His wife met him by appointment and carried one of the coats. On their way to the pawnshop they were stopped by two detectives. They were put under arrest on pure speculation, and not being able to prove ownership of the coats were committed to prison for trial. Both prisoners pleaded guilty and the facts were brought out in Mr. Kimball's report of his investigation. The woman was a nervous and physical wreck, and weighed 105 pounds when the physician at the City Prison began to treat her. In five weeks, improvement was so marked that Judge Nott released her on probation, whereat she promised to report regularly, as well as to give up cocaine for the rest of her life. She went to her parents' home in New Jersey and in six weeks gained 48 pounds in weight and is now enjoying excellent health. The husband was sent to a sanitarium by his parents and is now permanently cured.

A girl of twenty-two years made a foolish marriage at seventeen and was forced to leave her husband after her marriage. She went back home, but because of a stepmother was unhappy. Her father was an aged man and his word in the house amounted to very little. The stepmother was considerable of a termagant and made life so unpleasant for the girl that she was obliged to leave home and secured work as a saleswoman in a department store. She lived in

a furnished room with a woman who turned out to be a bad character, and formed the habit of going to dances, staying out late nights, and lost her work.

In her extremity she went to a young man relative who said he had no money to give her, but if she would pawn a piece of cut-glass for him he would give her some. She went to the pawnshop and was arrested for having stolen property in her possession. His arrest was brought about through hers, and he was sent to the Elmira Reformatory.

The girl was stricken with appendicitis and other internal troubles and spent a long time in a hospital. The Court took pity on her and released her on probation. She passed through all this trying experience without resorting to immorality and is now a happy, contented working girl, a year's probation having made a wonderful change in her. Her Sunday school teacher states that he is greatly surprised to see how she has settled down.

The daily work of a probation officer is literally that of a life-saver. Every effort is made to keep from a sentence to prison those who seem reformable and whose previous careers offer mitigating circumstances.

Letters by scores come to the probation officer, thanking him for his assistance. The following letter is presented to our members as typical:

March.....1916.

My dear Mr. Kimball:

Please do not think I did not appreciate your kindness, because I have not written, but I have been quite ill. The nervous strain was terrible and I went all to pieces after I came home, but I have not forgotten your kindness and never will. You were the only one that was a gentleman, the others all treated me as though I were a dog. It was such a relief to meet someone who was human and sympathetic and had a kind word. I can see where you do a great deal of good. You were a great help to me and I had so much confidence in you and hope from the first day I saw you. I felt it would go alright with your help, but still I could not keep from worrying.....As I said before I will never forget your kindness and will always appreciate it and have the best of thoughts for you.

Yours respectfully,

Mrs.....

During the year the question has continued to be raised as to the best method of conducting probation in the Court of General Sessions. The Prison Association has adhered to its policy, announced in previous reports, that appointments of probation officers in the Court of General Sessions should follow, in the matter of appointment, the trend throughout the State of New York, which is the appointment of probation officers from civil service lists and the maintenance of such officers at city expense. These officers, moreover, should be directly and wholly responsible to the court. Examinations held for the position of probation officer, particularly the most recent examinations held by the Municipal Civil Service Commission in New York City, have proved that efficient probation officers may be secured by such methods. We have recognized the devotion of probation officers provided by private charitable organizations, and have regretted being obliged to differ from other organizations furnishing probation officers in General Sessions. It has been with us solely a matter of principle and not a lack of appreciation of the services rendered by the several societies.

## THE PRISON ASSOCIATION OF NEW YORK.

ANNUAL REPORT STATISTICS.  
PROBATIONERS RECEIVED.

CRIMES.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Total.
CRIMES.													
FERONIES.													
Grand larceny, first degree.....	1					1			1				3
Attempted grand larceny, first degree.....							1						1
Grand larceny, second degree.....	3	3				1	4	5	5	5	3		26
Attempted grand larceny, second degree.....									2				6
Forgery, second degree.....	2	2			3	1	2		2		3		11
Forgery, third degree.....						1	2	1	2				6
Robbery, first degree.....	1	1		1	1	2	1	4	4		1		12
Assault, second degree.....	1		2	1									4
Robbery, first degree.....				1	1								2
Receiving stolen property.....			1				1	3	3				5
Section 1871, Penal Law.....					1	1	3	1	1	1			6
Other felonies.....								1	2				3
MISDEMEANORS.													
Petit larceny.....	3	12	1	9	1	4	3	5	1	2	1		43
Unlawful entry.....	4	1	3	2			1	2	1	2		1	21
Injury to property.....			2				1	2		3			7
Section 1877, Penal Law.....					1	1							2
Policy.....	3			1	1	2			1				7
Total.....	18	20	11	13	9	13	13	25	26	9	11	3	171

## THE PRISON ASSOCIATION IN 1915.

## RECEIVED ON PROBATION EACH MONTH (EACH JUDGE).

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Total.
Crain.....		2									7		9
Nutqueen.....	4	12	8			1			3	12		2	42
Rossisky.....		1					4	1	1				6
Swann.....	9	4	1	9	9	4	1	1	1	7	3	1	46
Wadhama.....	5	1	2	4		1	3	1	4	1			19
Total.....	18	20	11	13	9	13	13	25	26	9	11	3	171



## THE PRISON ASSOCIATION OF NEW YORK.

## CRIMES OF CASES INVESTIGATED (OCTOBER 1, 1914 TO OCTOBER 1, 1915).

CRIMES.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Total.
<b>FELONIES.</b>													
Grand larceny.....	13	13	4	3	3	5	8	11	19	13	10	10	112
Forgery.....	2	4	2	2	2	6	4	4	2	3	2	3	81
Burglary.....	5	3	3	9	2	3	10	14	3	3	7	5	19
Robbery.....	11	2	1	.....	1	6	3	4	9	2	2	.....	42
Assault.....	2	7	2	1	2	9	7	4	4	2	2	.....	29
Action 1897. Penal Law	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	40
Other crimes.....	3	5	7	.....	4	6	5	10	4	1	1	.....	65
<b>MISDEMEANORS.</b>													
Petit larceny.....	15	20	7	20	8	16	9	8	3	5	10	2	120
Assault.....	9	3	4	2	.....	4	6	5	2	4	3	2	57
Other misdemeanors.....	9	3	3	3	2	5	2	10	10	2	.....	.....	54
Total.....	66	60	37	42	26	61	54	68	75	34	43	20	586

## THE PRISON ASSOCIATION IN 1915.

## DISPOSITION OF CASES INVESTIGATED.

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Total.
State prison.....	12	7	9	8	4	9	12	9	22	11	6	4	113
Elmira Reformatory.....	10	5	3	3	1	3	5	5	2	3	1	3	42
Bedford Reformatory.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
City Reformatory.....	3	1	.....	4	1	7	14	1	1	1	2	2	21
City Penitentiary.....	14	23	10	12	10	13	14	13	19	7	14	1	150
House of Refuge.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Workhouse.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Discharged.....	1	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	4
Not recommended.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3
Placed in reformatory.....	2	5	2	1	1	12	8	12	4	3	7	1	63
Placed in workhouse.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	6
Insane.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3
Probation.....	18	20	11	13	9	13	13	25	26	9	11	3	171
Total.....	66	60	37	42	26	61	54	68	75	34	43	20	586

## THE PRISON ASSOCIATION OF NEW YORK.

## CASES INVESTIGATED (EACH JUDGE).

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Total.
Craig.....	2	4	1	2	.....	1	.....	4	.....	2	31	5	48
Mulqueen.....	13	37	22	7	.....	1	.....	3	.....	.....	2	10	125
Morgan.....	24	11	7	32	.....	1	20	8	.....	.....	.....	.....	38
Roskilly.....	9	2	1	.....	.....	.....	.....	1	.....	.....	.....	.....	8
Swann.....	15	3	6	5	.....	36	14	4	.....	.....	.....	.....	54
Wadhams.....	.....	.....	.....	.....	.....	11	.....	51	.....	.....	.....	.....	139
Supreme court.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	2
Total.....	66	60	37	42	26	61	54	68	75	34	43	20	586

## PASSED FROM PROBATIONARY OVERSIGHT.

	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Total.
Time expired.....	.....	8	4	6	7	11	12	7	8	8	5	4	83
Excused.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2
Re-arrested.....	.....	.....	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	14
Re-arrested and committed.....	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	12
Total.....	4	9	10	6	8	12	19	8	12	5	6	12	111

## SUMMARY 1902 TO 1915.

Cases investigated from 1902 to 1915.....	8,298
Released on probation.....	2,151
Amount of restitution passed through our hands.....	\$10,554 28
Average age of probationer received.....	27

Number of cases on probation October 1, 1914.....	129
Number of cases received on probation during the year.....	171
Number of cases received by transfer from other probation officers.....	2
Total.....	302

Number of cases passed from probationary oversight.....	111
Number of cases remaining on probation, October 1, 1915.....	191

	Number of cases investigated.	Number received on probation.
1902.....	473	71
1903.....	497	138
1904.....	456	185
1905.....	542	152
1906.....	618	197
1907.....	772	272
1908.....	1,051	277
1909.....	589	185
1910.....	575	117
1911.....	534	131
1912.....	446	57
1913.....	599	79
1914.....	560	109
1915.....	586	171
Total.....	8,298	2,151

Total amount of money received for restitution, fines and family support from 1902-1915..... \$10,554 28

## MONEY COLLECTED FROM PROBATIONERS.

	Restitution.	Fines.	Family-support.	Total.
October.....	\$78 50	.....	\$32 00	\$110 50
November.....	57 00	.....	32 00	89 00
December.....	144 50	\$4 00	32 00	180 50
January.....	98 50	16 00	32 00	146 50
February.....	110 50	16 00	24 00	150 50
March.....	96 00	20 00	40 00	156 00
April.....	91 00	25 00	40 00	172 00
May.....	286 00	9 00	27 00	322 00
June.....	579 50	9 00	310 00	898 50
July.....	101 50	1 00	28 00	130 50
August.....	107 00	.....	15 00	122 00
September.....	120 50	.....	92 00	212 50
	\$1,870 50	\$100 00	\$704 00	\$2,674 50

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

In short, parole is similar in many ways to the earlier ticket-of-leave plan pursued in England. It is a period during which the former inmate can test his ability to be outside of prison walls and to merge properly again into industrial and social life. The parole officer should be one of the most sagacious and helpful friends to the released inmates.

The parole period is a necessary sequence to the indeterminate period of the prisoner's sentence. That is to say,

the first offender in felony, whether sent to reformatory or State prison, receives an indeterminate sentence, there being limits within which the prisoner may be released upon parole. In the case of Elmira and Napanoch Reformatories, no minimum is prescribed, and the maximum period of imprisonment is that provided by law in the penal code as the maximum that might be given for the specific crime committed. In the case of the State prisons, the offender who has not previously committed crime punishable by imprisonment in a State prison receives a minimum and a maximum sentence. At the expiration of his minimum he becomes eligible for parole in case he has conducted himself properly in prison. Within the limits of his minimum and his maximum he may be continued on parole. Second and third offenders (those who have previously been convicted of one or more felonies within the State of New York) are not given indeterminate sentences, but definite sentences, which may be reduced about one-third by commutation obtained through good behavior while in prison.

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

Our parole work for the State prisons has developed very gratifyingly. Numerically the Association has had a considerably larger number on parole from the prisons during 1915 than 1914; our parole methods have become more efficient, and our parole officer for the State prisons, Mr. Bohn, whose services are placed by the Association at the disposition of the Board of Parole for State prisons so far as is necessary, has done excellent work and has been designated as special parole

officer for Great Meadow prison, thus fulfilling certain official functions while continuing to be the parole agent of the Prison Association.

Two and sometimes three agents have given all their time to helping released and discharged prisoners. It is impossible to measure, on any cash basis, the enormous value of the "friend in need" to the prisoner just entering the world again. The following summary shows the volume of work done by the Parole Bureau during the fiscal year ending September 30, 1915:

- 151 On parole to us from State prisons.
- 1,360 Calls from men on parole.
- 1,217 Visits made by agents to places of work, homes, etc.
- 440 Prisoners [discharged, not paroled] helped.
- 5,625 Meals given.
- 1,263 Lodgings given.
- 182 Garments, shoes, etc., given.
- 59 Employment found.

While during the year no important new activities have been started in the Parole Bureau, the Bureau has been kept exceedingly busy in the following duties:

First. The general supervision of paroled men, which includes visiting them at their homes, and at their places of work when feasible. Whenever needed, friendly advice is given, and in a number of instances the Parole Bureau has been successful in effecting friendly relations between the released men and their families.

Second. It has been during the year (until the appointment of our special employment secretary) the duty of the Parole Bureau to interview all male applicants for relief and to aid such applicants as the merits of the case might require. No worthy released prisoner has been denied relief when it was possible to verify that he had been an inmate of a prison. In conjunction with this work a large number of people are interviewed who are desirous of obtaining information concerning relatives confined in the different State and county institutions. Since the addition of the Employment Bureau to the general activities of the Association the Parole Bureau has been relieved to a large extent of finding employment for paroled men.

The Relief Bureau of the Association, in charge of Mrs. H. B. Rodgers and under the direct supervision of the Relief Committee of the Prison Association, has had a most useful and practical year. Mrs. Rodgers is a visitor of deep sympathy and long experience and gives her entire time to aiding the families of men in prison, a constant daily helpfulness that cannot be measured in terms of cash.

Prisoners' families to the number of 269 were in our care during the year, and 1,414 visits were made to families. At Thanksgiving and at Christmas bountiful baskets were given. The nature of the relief work is best shown by a few simple instances.

A wife and three children, ranging from six months to five years, who lived in three rooms, were referred to the Association by another charitable society. The man had been sentenced to Elmira Reformatory for petty larceny, it being his first offense. The Association has paid the rent of \$10 per month during the imprisonment of the husband and has expended to date \$171 for this family. The referring charitable society has sent in food and milk daily for the children.

A man sentenced to Sing Sing for fourteen months, who had been steadily employed in one position for the previous nine years, left a wife and six children living in four rooms, with a rental of \$10 per month. The only income of the family was \$4.50 per week, earned by the oldest boy. Mrs. Rodgers secured work for the oldest daughter at dressmaking at \$6 per week, and the Association has paid rent for the family since the man's imprisonment.

The wage-earning son of a widow with five children was sent to the New York City Reformatory. The remaining income of the family was that of the oldest daughter, aged 18, who earned \$6 per week in a candy factory. The widow was the janitress of two houses and secured her rent free. The Prison Association furnished half the rent for this family and in December, 1915, referred the family to the Child Welfare Board which has recently allowed the widow \$27 per month. The boy has been released from the Reformatory, has been again employed by his former employer, and in February, 1916, the case was closed, when the family's income was \$75 per month, with rent free.

Such simple yet vital instances of family destitution might be repeated by the score. Many letters also to our relief agent might be printed, like the following:

October, 1915

Mrs. R. Rodgers:

I take the liberty of writing to thank you for the way you have treated my family while I have been away. As you probably know it meant a whole lot to me to have my home and family together when I came home, and I am sure I don't know what would have become of them had it not been for you. I have secured a position now and am doing as well as could be expected, and believe me if I can possibly help it, my family will never be placed in such a position again. So thanking you for everything you have done, both for my family and myself, I remain,

Yours,  
A. B.

The members of the Relief Committee supervising the work of the Relief Bureau are as follows:

Miss M. A. Almirall.  
Mrs. Charles C. Auchincloss.  
Miss Elizabeth Babcock.  
Miss Maria Babcock.  
Miss Mary E. Bangs.  
Mrs. Gordon Knox Bell.  
Mrs. John B. Duer.  
Miss Helen Garrettson.  
Mr. Alexander M. Hadden.  
Mrs. Harold F. Hadden.  
Mr. John A. Hadden.  
Mrs. John A. Hadden.  
Mrs. E. Trowbridge Hall.  
Mrs. Brady Harris.  
Mrs. James C. Higgins.  
Mrs. E. O. Holter.  
Miss Juliet K. Hood.  
Mrs. Richard M. Hund.  
Mrs. William T. Hyde.  
Mrs. Herbert H. Lehman.  
Miss Alice Lindley.  
Miss Elizabeth Lynch.  
Mrs. Edith P. Morgan.

Miss Mary Norrie.  
Mrs. F. D. Pavey.  
Mrs. Henry Pearce.  
Mrs. E. A. Philbin.  
Miss K. M. Pierce.  
Mrs. K. L. Pierrepoint.  
Mrs. Frank Presbrey.  
Mrs. William F. Reed.  
Mr. H. B. Rodgers.  
Mrs. H. B. Rodgers.  
Mr. Francis Rogers.  
Mrs. Howland Russell.  
Mrs. Dean Sage.  
Mrs. P. J. Sande.  
Mrs. George S. Scott.  
Mrs. Edward M. R. Spencer.  
Miss Dorothy Strauss.  
Mrs. H. K. Viele.  
Mrs. S. K. Walker.  
Mr. Eugene Smith.  
Mrs. Eugene Smith.  
Miss Alice Smith.

In November, 1914, a most interesting development occurred when the Rodgers Loyal Club<sup>1</sup> was established, an organization made up of former inmates of Elmira and Napanoch reformatories. The club has had fourteen monthly meetings with a musical entertainment following each meeting. A portion of the second floor has been transformed into a club room, where every night, except Saturdays, Sundays and holidays, members of the club gather: The reporting time is

<sup>1</sup>Named after Mr. H. B. Rodgers, chief parole officer for Elmira and Napanoch Reformatories, who organized and supervises the Club.

thus combined with the opportunity given to the club members to use the well selected library, the pianola, or the billiard table, all of which are presents. The rooms are attractive, and, particularly during the winter season, are used by many of the young fellows. The average attendance at the monthly meetings has been about 100.

As a striking result of the club's organization, about 30 positions each month have been secured for those out of employment, and some half dozen violators of parole have been induced by members of the club to surrender themselves and explain the cause of their delinquency, have been reinstated on parole, and the warrants for their apprehension have been withdrawn. Three of the club members have become active social workers in three of the well known organizations in the city. Practically all of the members are doing personal social service work.

The following gifts have been received by the Club:

Baird, John S. ....	} Chairs.
Barrows League. ....	
Hadden, A. M. ....	
Hadden, Mr. and Mrs. John A. .	Library table, pictures, other furnishings.
Halkett, Mrs. Sarah K. ....	Mantel clock.
Kaufmann, S. Walter. ....	Pool table and equipment.
Parker, Dr. George M. ....	Safe.
Prison Association. ....	Pictures and other furnishings.
	Use of piano, and pianola attachment.

A library was supplied by various individuals.  
Magazines supplied gratis by the different publishers.  
Electric lights installed by members of the Club.  
Rooms decorated by members of the Barrows League.

#### Cash Contributions.

Halkett, Mrs. Sarah K. ....	\$25, Club Fund.
Presbrey, Mr. and Mrs. Frank. .	50, Christmas.
Barrows League. ....	40, Expenses, including postage.
Club dues. ....	50.

The program for 1916 includes addresses by judges, prison workers and other workers in the field which most interests the members of the club.

During 1915, a monthly magazine entitled *The Delinquent*, which has been published since 1911 by Mr. O. F. Lewis, the General Secretary of the Prison Association of New York, continued to be issued monthly as the organ of the National Prisoners' Aid Association. In October, 1915, by vote of the Executive Committee of the Prison Association, the responsibility for the publication of the magazine was assumed by the Prison Association. The *Delinquent*, first issued as *The Review*, was intended to be a monthly record of the most important events occurring in the field of delinquency, and has recorded in particular the more modern experiments and theories and acts of the prison reform forces throughout the country. It has been felt for several years that the Association might well assume the publication of this magazine, which, however, will continue to be issued on a subscription basis, and will be so far as possible conducted as a self-supporting publication.

The financial year of the Association has been gratifying. Our condition at the end of the fiscal year, September 30, 1915, was more satisfactory than at the end of the previous fiscal year, due to the somewhat increased contributions to our general fund, which was helpfully increased by an additional contribution during the year from a large number of our regular contributors. During the year of 1915 the following gifts or legacies for the Endowment Fund were received:

February 26. ....	Mrs. G. L. Hall. ....	\$1,000 00
April 3. ....	Dudley Jardine Estate. ....	10,123 07
October 1. ....	A. Plaut. ....	1,000 00
December 2. ....	Estate of B. J. Lord. ....	1,303 06

The Endowment Fund, which at the end of 1909 amounted to \$9,108.66, totalled at the close of the present fiscal year \$92,223.50, a most gratifying increase.

On September 27, 1915, Dr. Austin Flint, for many years a valuable member of the Executive Committee of the Prison Association, passed away. In recent years Dr. Flint's failing health prevented his frequent attendance at meetings of the board. His active participation in earlier years was most helpful to the Association, and his absence will be greatly felt.

## THE PRESENT DAY IN PRISON REFORM.

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PRISON reform is demanded by the great majority of intelligent citizens throughout the United States. Prison reform along broad and humane lines is inevitable in every State prison of this country.

Such reform must be more than the mere abolition of repressive and punitive measures. It is not enough to do away with dark cell, straightjacket, water cure, and all the miserable abuses of the prisoner that have branded the traditional treatment of the prisoner in times now rapidly vanishing. The whipping post of Delaware already stands out in its exceptional character as a relic of a day of barbarous treatment.

Prison reform is to-day in many parts of our country a great *constructive* movement, differing from the mere abolition of cruelties and injustices just as a militant civic worker differs from the colorless "good citizen," whose only reputation in the community is that no one "knows anything special against him." Prison reform has become a positive engine for the reclamation and rehabilitation of human beings. The prison in such a conception is no longer a cage for safety, but a training school for life.

This kind of prison reform produces an entirely different sort of reaction in the community. It makes demands on the intelligence of everyone. Citizens are called upon to understand "what is going on" in such a prison. On the other hand, the lawgivers, who make appropriations, must be convinced that important expenditures for the rehabilitation of criminals are justified in theory and practice. The officers of such prisons, using the "new penology," are forced to acquire a new conception of their responsibilities and of their opportunities. Habits of generations in prison administration must be broken — violently, if necessary. The prisoner himself must go through a violent mental process of reconstruction. He must come to conceive of the prison as a useful, honest, modern instrument of reclamation, a creator and developer of character.

Such a conception of a prison as one of society's engines

VOLUME VI, No. 1

# THE DELINQUENT

JANUARY, 1916

A Monthly Periodical, Published by the  
**PRISON ASSOCIATION OF NEW YORK**

at 135 East Fifteenth Street, New York

THIS COPY TEN CENTS

ONE DOLLAR A YEAR

EUGENE SMITH, President

DECATUR M. SAWYER, Secretary

O. F. LEWIS, General Secretary and Editor

Entered as second-class mail matter at New York

## THE PRISON EXHIBIT

By O. F. LEWIS

That "Something New Under the Sun" in prison reform is just as necessary for propaganda purposes as in any other field of social service, was the idea of the Joint Committee on Prison Reform, which during the winter of 1915-1916 brought out in New York State undoubtedly the most novel means yet devised for driving home the facts and glaring deficiencies of parts of the prison system of that State. The Prison Exhibit, opened in New York City on January 10th, struck a new note, not only in prison reform but in Exhibits, and *The Delinquent* in this issue outlines a movement that already has developed requests for its presence not only in cities of the Empire State, but also from Philadelphia, Detroit, Chicago, and even from Paris, France.

The basic idea of the Prison Exhibit is simplicity itself. If the people in general won't go to the prisons to see conditions for themselves, bring the prisons to the people! The latter has been done only by descriptions, photographs, lantern slides, or occasional living examples of the products of the prisons. But the Joint Committee on Prison Reform went further, and two

additional methods of publicity, more powerful than any others yet undertaken, were tried: The Exhibit, and the Movies:

Exhibits have made good in recent years along several social lines. Tuberculosis and child labor have shown vividly conditions in cotton mills, and conditions in human lungs. There has also evolved a certain standard of organizing exhibits, and of making the panels. Electrical devices have been used in exhibits after having proved their worth, as advertisers, in front windows of many a store. Even the height and width of panels, their distance from the floor in order to catch best the eye, have been thought out, likewise the proper number of words on a panel, the frequency of pictures, and the devices of the written word to "hit the reader in the face." In short, exhibit-making has become a profession, and therefore, when the Joint Committee on Prison Reform decided to have an exhibit, it promptly cooperated with the Department of Surveys and Exhibits of the Russell Sage Foundation, in New York City.

What is the Joint Committee on Prison Reform? A committee of repre-



of civic progress is extremely disconcerting to many conservative, narrow-minded, or dishonest persons. Such a conception of the mighty functions of a prison for good becomes even alarming to those who regarded the prison in the past as a chance for commercial profit or shady transactions. To remove the prison from the realm of easy and constant patronage for incompetent or otherwise undesirable persons, is to throw consternation into the ranks of those who would set financial gain far above any other motive.

That the prisons in the past have been peculiarly the magnet for such wretched transactions there is no doubt. Prisons have been regarded as political property. Changes in party administration have brought new wardens, chosen for party fealty, and installed in a position regarded as a vested interest. Favored contracts have been let, supplies have been delivered without adequate checking up, consumed without adequate checking, and a miserable atmosphere of questionable transactions and of graft, as well as of brutal and callous treatment of prisoners, has hung like a pall over our prisons for longer than the mind of living man can travel back.

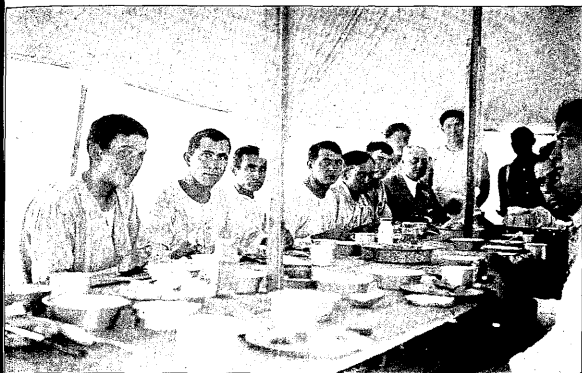
Into this sordid realm of unintelligent administration and of questionable transactions has come in the last decade, in many a prison of the country, a new conception of the purpose of the prison. The doctrine of social justice, rising like a strong seabreeze of tingling qualities, has swept the murky pall away from over the prison life, and big-hearted wardens, newly appointed, and touched to the quick by the wretched animal-like life of their charges, have courageously brushed aside hallowed and cobwebbed traditions, and have dared to regard the prisoner not merely as a human being, but as a potential force for good in the community — and have reconstructed their prison administration on that basis.

The new era in prison reform, while rapid in its dawning and growth, has not sprung full-formed from any one prison or warden. Here and there, in Colorado, in Oregon, Ontario, New York, and a score of other States, bold experiments have been attempted. Warden Tynan of Colorado has established the great possibilities of roadbuilding by convicts; Governor West of Oregon has shown what a sympathetic and courageous executive of the State can do for prison reform; Warden Gilmour of Toronto has demonstrated not only the ability of short-termed prisoners to construct a splendid prison

entirely by their own labor, but has also shown himself a man of long prison experience, capable of keeping abreast of the new movement, and becoming a guide to others just entering the field. Warden Homer of our own Great Meadow prison has shown this State that one of its prisons can be successfully conducted without great enclosing walls, and has developed a surprising loyalty under difficult conditions among his charges. Warden Osborne has flung down the gauntlet to those who dispute the great possibilities of self-government among State prisoners. Go where one will throughout the land, State prison wardens will be found venturing, experimenting, and daily discovering new attributes of honor and trustworthiness in their prisoners.

It is inevitable that the prison must be seen to be a great laboratory, a great experiment station, a school for honest training instead of a school of crime and debauchery. Similarly, the prisoner must obviously be set in his true relation, not as a *thing* violently thrown out of society, but as a *member of society* transferred, for the protection of society and for his own future welfare, from normal intercourse with his fellows in free life, into as normal intercourse as possible with another group, all needing social discipline. In short, society, instead of casting out the offender into darkness, is seen to be removing the offender elsewhere, but still within the limits of society, which therefore is responsible for the prisoner and his proper treatment.

The changed conception of the prisoner and the prison has transformed the attitude of the public toward the prison and its functions. A wave of sympathetic interest has surged from end to end of this country. Never before has the prison been a topic of general conversation and discussion. The reason is clear. *Hope* has entered not only the prisoner's heart, but that of the "man on the street." If the prisoner can be reformed, that is splendid! If prisons can be conducted without cruelties, splendid! If convicts are not wild beasts; if they are still decent fellows in many ways; if they can be mercifully and even very sympathetically treated without escaping, or without assaulting or killing their keeper, splendid! A deep breath of satisfaction is drawn, much as throughout the country the American people would breathe more easily if capital punishment could be abolished, with the assurance that adequate substitutes could be found.



Road Camp, Great Meadow Prisoners. Warden Homer in Background.



Road Work, County Penitentiary Prisoners.

The new day in prison reform therefore strikes a most sympathetic chord in the heart of our so-called "average citizen." The very generosity so characteristic of the American in readily conceding to the unfortunate another chance in daily life finds expression in the remarkable approval throughout the country of the new methods of dealing with prisoners by the so-called "honor systems." For a hundred years our people have been dully conscious that prisons have existed among us, with their mysteries, their probable cruelties, their horrors of oblivion, and their stigma. The recent release of our people from this persistent consciousness of "something fearfully wrong but something that can't be helped" has been a striking psychological phenomenon, and is explained in its great present force only as one appreciates the dull social ache which society has felt in connection with prisons for over a century.

In short, the effect upon the nation has been analogous to that following the discovery that the great white plague of tuberculosis was curable and preventable. So long as an evil is certain and the cure unknown, only the specialists can easily bring themselves to its contemplation. Cancer is today still a socially terrible fact, because its cure is not yet discovered. The prisons have been socially terrible facts, but society now believes that their cure has been at least partially discovered, and so society reacts with joy to the suggestions and stimuli of the "new freedom."

Such have been some of the underlying reasons why public sanction and even approval of most venturesome methods of prison management have been obtained. Only as one understands the enormous relief felt at the possible abolition of old and cruel methods of prison management is it easy to measure the widespread and enthusiastic approval that followed the event of Warden Thomas M. Osborne's iconoclastic methods at Sing Sing Prison. Willingness to accept practically whatever Mr. Osborne might undertake marked the public mind of New York, as a rule, throughout the greater part of 1915.

Mr. Osborne's administration of Sing Sing has been the most conspicuous event in prison reform in any period in American history. Indeed, never in the history of any country has such general attention been given to any effort to deal with the problem of the criminal. It is falling far short of the

truth to repeat simply the statement of the "man on the street" that Mr. Osborne has "put prison reform on the map." He came into national attention just at the psychological moment, when the new doctrine of the possibilities of the reformation and the rehabilitation of the average criminal had reached the public in general.

To the position of Warden of Sing Sing Mr. Osborne brought besides fearlessness, public confidence that he was sincere, and deeply sympathetic, and the belief that the time had come when it was legitimate to give the wretched and antiquated prison on the Hudson a new and liberal regime. Furthermore, it was known that Mr. Osborne's private resources were such as to preclude the thought that he might seek financial gain in the position of warden. In addition, he had voluntarily undergone a week's incarceration at Auburn prison, and had subsequently, for a year, been in daily touch with that prison, and had been the chief factor in developing at Auburn an important system of self-government among the inmates.

Therefore, almost universal editorial approval by the press of the country marked his advent as warden. Since then a year has passed, in which the activities of Sing Sing have occupied a conspicuous place in the daily press beyond that ever before given to any correctional institution. Sing Sing has become a social experiment station for the rehabilitation of criminals, and has drawn throngs of visitors, not only from this State, but from the entire country.

The fundamental change effected by Warden Osborne has been in converting the old system of firm autocratic administration by the warden, through his subordinates, into a seething democracy, with responsibilities never before heard of, vested in the prisoners themselves. The new warden's theories have boldly included the principle that the citizens in this prison democracy must learn by their own experiences the facts of right and wrong, and must themselves regulate their relations to each other in the light of such experiences. Therefore, broad opportunities for control of themselves by themselves have been allowed. They have been permitted to choose their own monitors, their own leaders, their own judges for their own court. They have been allowed to plan much of their daily activities.

Mr. Osborne believes that imprisonment of itself is a stern and sufficient sentence for crime, and that further discipline

of the usual prison type is not reformatory, but an additional and improper punishment. He holds that as soon as the prison walls close upon the new prisoner, the training of that prisoner for a more honest life begins, and that so far as possible that training shall be according to normal methods. The abnormal, the unnatural, and the repressive shall be eliminated; the constructive, the normal, the hopeful shall prevail.

An estimate of the success during 1915 of the "new freedom" at Sing Sing is extremely difficult to make. Without question, the spirit of the institution has been transformed, yet it is just to the preceding warden, Thomas J. McCormick, to recall that the freedom of the yard in the afternoon and the establishment of the Golden Rule Brotherhood occurred in his administration. Important details of the mutual welfare movement, such as the establishment of inmate delegates, the inmates' court, the governing of the inmates by inmate delegates at mess and at recreation, the important participation of the representatives of the inmates in even highly important administrative functions of the prison, all have been established and have developed during the year of Mr. Osborne's incumbency. An interesting and enthusiastic impression has been produced upon the thousands of visitors to Sing Sing prison during the year by the participation of the inmates as guides and interpreters of the present "system." In short, the chief message from the prison to the outside world during 1915 has been the undisputed fact that inmates at Sing Sing can be trusted with far greater responsibilities than had been dreamed of by previous wardens.

A most unusual amount of newspaper information and comment regarding Sing Sing prison has been published during 1915. The prison has been an almost never-ending source of material for reporters, who only too often have produced articles erroneous or actually distorting in nature. Both good and bad results have followed. Nation-wide interest has been stimulated, and nation-wide uncleanness as to actual methods and conditions has resulted. During the later months of the year an increasing tendency to publish articles antagonistic to the new system has led to still greater confusion of the public mind.

The year at Sing Sing has closed most turbulently, not with riots and escapes, but with the indictment of Warden Osborne on charges of perjury and mismanagement. One count in the

latter charge alleges most serious personal conduct. Just at the year's end, these indictments, flung nation-wide by the press, have resulted in a nation-wide expression of indignation, and a splendid demonstration editorially throughout the country of confidence in the man, who, without need to do it, had taken in New York one of the hardest and most disagreeable tasks and had administered it in such a way as to call forth the following resolution of the Prison Association of New York on December 17, 1915:

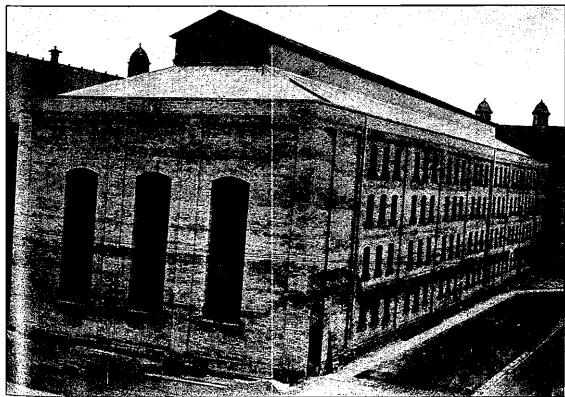
RESOLVED, That the Prison Association of New York, at its regular monthly meeting on December 16, 1915, declares its unqualified confidence in the disinterested devotion and personal honor of Warden Thomas Mott Osborne, and its strong resentment at any attempt to discredit his humanitarian efforts by attacks on his personal character. The Prison Association places this resolution on its minutes in view of the current rumors in the public press assailing Mr. Osborne's character.

To the year 1916 must be left the clarification of the unprecedented situation in prison reform in the State of New York. It is claimed by enemies of the administration at Sing Sing that the prison has been managed with damaging looseness; it is not claimed by the friends of Mr. Osborne that he has not made mistakes. It is conceded that the test of the "new freedom" involved great apparent hazards.

But over and above all other factors involved, even the factor of the remarkable insurgent warden, is the significance of the nation-wide enthusiasm and acceptance of broad and liberal policies in the treatment of prisoners. For the first time in our history, prison reform has become an issue towering far above any person or personality connected with its working out. The storm and stress movement in Sing Sing is but an element of the great onward sweep of the doctrine of the "brother's keeper," voiced more loudly at Sing Sing than anywhere else in our country in the last twelve months, but voiced nevertheless in a hundred places throughout the country and accepted by millions of our countrymen. Methods may be destroyed, honor may be attacked, the cherished reputation of a life may be sullied, grievous injustices may be done to honest and sincere workers, and in the torrential surge of keen sympathy and militant support, the more conservative may be brushed aside or suffer retirement or dismissal; these and other things may happen,



Dormitory. Indiana State Farm.



Outside-Cell Block, Just Constructed. Michigan State Prison, Jackson.

but greater than all remains the fact that the year has drawn the country far nearer to a just treatment of the criminal than ever before, and has mellowed the heart of Americans to the miserable and often grossly unjust lot of their brother behind the bars.



## THE ABOLITION OF SING SING.

**Sing Sing should be abolished.**

A Farm Industrial Prison should be erected on wide acreage in the country.

So far as practicable, the new prison should be built by inmate labor.

The prison should be planned and built according to the "group-unit" plan of detached buildings. The construction of a huge central cellblock should not be sanctioned.

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

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

near Wingdale, Dutchess county, was selected. In 1912 this site was abandoned, because of its alleged unfitness as a site for a State prison.

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

Sing Sing prison is nearly a century old, and, structurally, is thoroughly inadequate for its purpose. It follows that Sing Sing must be completely reconstructed, or that a prison must be constructed elsewhere. The three other prisons of the State, Auburn, Clinton, and Great Meadow, are not equipped to receive the inmates from Sing Sing if the latter prison were discontinued. Furthermore, the eastern section of the State requires a prison, because from 60 per cent to 70 per cent, it is said, of inmates of our State prisons are committed from Greater New York.

*Shall the prison be constructed at Sing Sing or elsewhere?*—The answer to this question depends upon a number of factors, to be subsequently outlined. It is first necessary to understand that at present two types of prisons are under consideration, and possible, in New York State:

- (a) The Cellblock Type
- (b) The Group-Unit, or Detached Building, Type.

(a) *The Cellblock Type.*—This has been the traditional type since the construction of Auburn prison a century ago. The chief buildings consist of one or several cellblocks, enclosed in cellhouses. The cells are built several tiers high and back to back. The cellhouse encloses the cellblocks, leaving a corridor between the cellhouse walls and the cellblocks. The cells are of the cage type. For convenience of administration and for safety, State prison cellblocks have been built to hold from approximately 500 to 1200 cells in one great structure. At Sing Sing there is only one cellblock.

Besides the cellblock, there are within the four enclosing walls of the entire prison the industrial buildings, various administration buildings, messhall, kitchen, hospital, school,

condemned cells, etc. The area within the prison walls at Sing Sing comprises approximately 11 acres. Practically the entire activities of the prison are conducted within these walls.

The theory upon which such prisons have been constructed has been that prisoners must be safely and economically housed, with little or no approach to normal housing conditions, etc. Economy and administration have been effected by dealing with the prisoners in masses, managing the cellhouse so far as possible by mechanical locking devices, moving men in companies, and maintaining uniformity of hours of work and of locking-up. Safety has been secured by maintaining the prisoners in non-working hours in cells of steel or masonry or a combination, with further measure of precaution in the steel bars of the cellhouse windows, the high prison walls, the armed guards on the walls, etc. Economy of construction has been aimed at in the older prisons through the omission of lavatory facilities in the cells, and in the newer structures through the device called the utility corridor, rising vertically between the backs of the cells, in which corridor the necessary pipes and wires are installed and exposed.

The greatest cost in the construction of this type of prison is the initial cost of the cellblock. Further on, an analysis is presented of the probable cost of rebuilding Sing Sing prison according to this type.

#### A NEW TYPE OF PRISON.

(b) *The Group-Unit Prison.*—A strong movement has developed, not only in New York but in other States, to cause the construction of a different type of prison, which can be described generally as the Group-Unit Prison. Under this plan, instead of the cellblock, there would be built a number of small cellblock units, the chief object being to provide much increased opportunities for the classification of inmates, with the accompanying grading of inmates according to duration of stay, conduct, privileges, etc. A second purpose of the new type is to secure more economical construction, and a third purpose, to secure greater privacy by discarding the cellblock construction with its open-barred doors and its corridors between the cellhouse wall and the cellblocks, and substituting therefor a building several tiers high, with central corridors, and with cells or rooms leading off the central corridor (the customary construction at present in all other buildings housing a large number of persons, except when dormitories are used). The

approximate cost of such a group-unit prison with certain architectural plans is outlined on page 64 of this report.

The principal grounds for urging the Group-Unit System are the following:

So far as possible prisoners requiring like treatment should be classified and dealt with in reasonably small groups. Formerly every prisoner was dealt with in practically the same way. It is not sufficient to say that by a proper distribution between the four prisons already existing (Sing Sing, Auburn, Clinton and Great Meadow) adequate classification can be produced.

Prisons almost without exception separate their prisoners into grades, such division according to conduct, industry, scholarship, etc., being a strong inducement toward continued good conduct. The principle is rapidly developing of administering prisons on the basis of rewards and deprivations rather than of punishments and commutations.

Under the so-called outside cell or room plan, a fundamental feature of the group system, each prisoner will have his own room or cell. Doors will separate the rooms from the corridor. (In the traditional cellblock plan the front of the cells is composed largely or wholly of steel bars and the prisoner never possesses privacy.) Sufficient safety can undoubtedly be secured with the outside cell.

The other buildings of the Group-Unit Plan would be relatively the same as in the Cellblock Plan, except as to their distribution in the layout of the prison.

The move from a small area to a large tract of farming land, which we urge, is a move away from congestion. Congestion in tenement house districts in large cities is held to be a prominent cause of foul living, tuberculosis and crime. Congestion in State prisons, with the resulting close contact of first offenders and hardened degenerates, is held to be one of the chief causes of recidivism. To select a large area of farming land for a new prison site and then erect upon it a single huge cellblock in which a thousand or fifteen hundred men are closely herded is clearly illogical.

The tendency in all institutions which have moved to large farming areas has been toward a group of detached buildings, permitting classification and segregation of the inmates. Until quite recently, men with venereal diseases, tuberculosis, etc., came in close contact with other prisoners, causing the spread of these diseases. Similarly, young men, first offenders,

who through weakness, drink or circumstances had committed one error, were thrown into intimate relations with degenerates, feeble-minded, desperate and hardened criminals. Such intimacy is practically not preventable where all prisoners mingle and live in one building. The logical step after moving to a large farm area is to split up a cellblock into a number of detached buildings, including a central group in which should be confined the most hopeless of degenerates and old offenders. From this would spread out, in various directions, buildings housing not more than one hundred and fifty men each, built with outside rooms or dormitories, and with a diminishing quantity of tool-proof steel in doors and windows, until the honor buildings are reached, for men just about to be released and others who could be fully trusted. The separate buildings should include an educational building, a hospital, laundry, dining and assembly hall, shops, heating and lighting plants, etc.

If objections were made to a group of buildings on the score of expense, the first argument would be that the matter of vital importance is to reclaim the prisoner so that he will not prey upon the community when released or again become an expense to the State, and the second argument would be that a group of buildings of simple construction, and freed from an excess of expensive tool-proof steel and built by prison labor, would not cost more than the usual colossal cellblock. The latest example of a prison designed as a group of detached buildings is the Westchester County Penitentiary, now under construction. Here the old-style cellblock is split up into four buildings, holding about 80 men each, all with outside rooms or dormitories. The group of buildings, including dining-hall and kitchen, school, etc., is connected by corridors, but honor houses at a greater distance are planned for the future. Other prisons built on the plan of detached buildings include the Ontario Industrial Reformatory at Guelph, Canada, the House of Correction at Occoquan, Va., and many new insane asylums and juvenile reformatories.

The Prison Association submits herewith a photograph<sup>1</sup> of a birdseye architectural drawing of a proposed State prison plan on the Group-Unit Plan, providing for ample classification by the breaking-up of the old cellblock system into 19 separate units. This plan has been developed by Mr. Alfred Hopkins, architect, who was retained for this purpose by the Prison Association. While the number of

<sup>1</sup> See frontispiece, page 4.

separate buildings for lodging prisoners may at first thought seem very large, an analysis of the plan makes such classification seem not only most desirable but absolutely necessary.

The prison is divided in general into two groups—the Custodial Group and the Cottage Group. In the photograph the Cottage Group is labelled A, and the Custodial Group is labelled respectively, B, C, D, E, F, G, and H.

Taking up the Custodial Group first, the following buildings are devoted to the housing of prisoners:

C. Eight cellblocks, housing approximately 100 prisoners each, each cellblock three tiers high with outside cells, one of the cellblocks to be used for the reception and quarantine of incoming prisoners. The cellblocks labelled C to be in general used for the promotion of prisoners from the reception building. The building D will receive the venerable, feeble-minded and tuberculous inmates. Smaller buildings H, adjoining building D, will contain shops for their special employment. Building E is a cellblock for those needing the strictest discipline that the institution gives. This will be the punishment grade, and inmates will be demoted from buildings C, or if necessary from the Cottage Group A. Shops labelled H for the disciplinary building E, adjoin that building. Other buildings in this group are the administration building B, including the administrative offices on the first floor, quarters for unmarried officers on the second floor, and a hospital on the third floor. Building F at the opposite end of the quadrangle, and corresponding to building E in general size and structure, will contain on the first floor a dining-room for all inmates of the Custodial Group, schoolrooms on the second floor and an auditorium on the third floor. Building G will contain power-plant and laundry. Buildings H represent shop buildings capable of indefinite extension and form, with the addition of walls joining the buildings with one another, a large prison yard separated into two larger yards and two smaller yards, giving four different and wholly separated yards that can be used for domestic exercises, military work, recreation and other purposes.

The second large group of buildings, represented by Group A, is the so-called Cottage Group, consisting of nine buildings, each housing approximately 50 inmates. These buildings will be used for those inmates who have progressed through

the reception building and through the other buildings labelled C into the first grade. Within the "A" Group there can be further classification. The "A" Group and the Custodial Group can be, if necessary, separated by a considerable distance.

The entire prison group, offering nineteen buildings for housing prisoners, obviously gives to a modern, intelligent warden an opportunity without parallel for the classification of prisoners.

#### ESTIMATED COST OF THE PROPOSED NEW PRISON.

This new prison has been planned by Mr. Alfred Hopkins, who is the architect for the Westchester County Penitentiary, for which he has issued specifications and has received bids. The buildings planned for the Westchester County Penitentiary are very similar in nature and construction problems to those of the State prison planned by the Association. He has made a careful estimate of the probable cost of the proposed State prison. The fact that Mr. Hopkins just now is receiving bids for a smaller institution, but one of similar character, should make his figures of exceptional accuracy.

PROPOSED NEW PRISON	Per capita	GREAT MEADOW PRISON	Per capita
8 cell houses (800 men).....	\$431,400	Cell block (1,200 men).....	\$819,500
8 honor houses (400 men).....			
(dormitories).....	182,900		
Defectives' building (150 men).....	86,500		
Disciplinary building (150 men).....	86,500		
Housing 1,500 men.....	\$787,300	Housing 1,200 men.....	\$819,500
Mess hall, school and auditorium (16 rooms).....	\$157,100	Mess hall and kitchen.....	\$111,900
Kitchen.....	58,700	Administration.....	150,000
Administration.....	100,500	Cage, corridors, etc.....	113,500
Power house and laundry.....	98,200	Power house.....	144,700
Baths.....	33,500	Laundry and baths.....	48,500
Water supply*.....	25,000	Water supply.....	64,000
Sewage disposal.....	20,000	Sewage disposal.....	10,200
Grading*.....	5,000	Grading, etc.....	77,000
Total, 1,500 men.....	\$1,279,300	Total, 1,200 men.....	\$1,539,200
Shops.....	100,000	Estimated shops.....	100,000
		Estimated school and auditorium.....	80,000
	\$1,379,300		\$1,719,200

\* Based on estimate for Beekman site.

#### PROBABLE COST OF RENOVATION OF SING SING PRISON.

Although the Prison Association has opposed the rebuilding of Sing Sing as a permanent prison, the Association feels that an estimate should be given as to the approximate cost of rebuilding Sing Sing on its present site if legislative action should make this necessary. The Association therefore obtained the cooperation of Mr. Mortimer J. Fox of the firm of Buchman & Fox, 42d Street Building, New York City. An inspection of Sing Sing prison was made by a representative of Mr. Fox's firm, and careful computations were made of the probable cost. In estimating this cost, the prison should, if rebuilt for permanent occupancy, be raised to a standard of institutional efficiency in respect to sanitary conditions, administrative distribution of buildings, offices, shops, etc., that would correspond to modern standards in these respects.

The following statement does not include a plan of the actual redistribution of buildings, but merely the estimated cost of building operations in such re-building and re-distribution, and the reasons for the items enumerated. It is assumed that all buildings shall be fireproof, and this has been borne in mind throughout the estimates.

#### Costs are estimated for the following buildings:

1. New cellhouse to accommodate 1,500 prisoners.....	\$920,000 00
2. Remodeling, rebuilding, fireproofing, etc., the administrative unit, including present warden's buildings, general offices, etc.....	150,000 00
3. Building cellhouse for condemned men, capacity 30.....	20,000 00
4. New kitchen, bakery, storehouse, laundry.....	120,000 00
5. Remodelling and completing the fireproofing of messhall.....	10,000 00
6. Erection of warden's residence.....	20,000 00
7. Fireproofing roof on blacksmith shop.....	7,000 00
8. Cart and wagon shop.....	40,000 00
9. Foundry.....	25,000 00
10. Sash and door shop.....	32,000 00
11. Jobbing shop.....	45,000 00
12. Print shop.....	75,000 00
Total.....	\$1,464,000 00

## COMPARISON OF ESTIMATED COST OF EACH PRISON.

Estimate for new prison.....	\$1,379,300 00
Estimate for renovation of Sing Sing.....	<u>1,464,000 00</u>

In neither case does the estimate include the machinery for the shops or other equipment, such as furniture. The new prison would therefore cost \$44,700 less than rebuilding Sing Sing, and each estimate is considerably below what has heretofore been estimated as the probable cost of a State prison. The estimate for a farm industrial prison shows clearly that the cost of the Group-Unit Plan ought not to exceed the cost of a prison of the cellblock type.

## ESTIMATED VALUE OF LAND NOW OCCUPIED BY SING SING PRISON.

Two estimates were obtained early in 1915 of the probable value of the present Sing Sing site for a commercial purpose, one from Mr. Hobby of Nichols & Hobby, Real Estate, 42d Street, New York, and the other from Mr. Martin M. McHale, who has been an appraiser for the City of New York on many occasions. Mr. Hobby estimated the probable value of the seventy-odd acres as from \$250,000 to \$300,000. Mr. McHale regarded the value from the standpoint of an owner who has a specially valuable waterfront to sell to a buyer who needs that water frontage (which is by far the largest frontage that would be available between Ossining and New York) and put an estimated value of from \$600,000 to \$700,000 on the seventy acres.

Under any circumstances, the sale of the Sing Sing site should bring several hundred thousand dollars to the State treasury. Moreover, the State, should it choose either Wingdale or Beekman for a site, would be under no extra expense, already having the two sites.

## THE MODERN CONCEPTION OF A PRISON.

Experience has shown that the best environment for all who have fallen below accepted social standards, such as the delinquent, the inebriate, the insane, the criminal, is the sane and tonic farming life of the country. Steady work out of doors, with plain food, regular sleep and no opportunities

for alcohol, drugs or other dissipations, forms the best environment in which the prison physician can cure the criminal of disease, the prison teacher can repair his lack of previous education, and the modern warden can diffuse moral inspiration among the men to whom he is a deeply sincere friend. Added to these influences should be those of a large library of good books, chaplains of various forms of religion, visits of families and friends, lectures, etc. This is the best that modern knowledge offers to reform the criminal, and that it has been enough and will be enough to make useful citizens of prisoners no longer admits of doubt.

The labor of prisoners under the law of the State should be planned, first for their improvement and, second, for profit. The work of prisoners on a farm accomplishes both objects. The success of the agricultural work at Great Meadow prison during the past four years and its effect on the health and character of the men are well known. The farm training has enabled many of these men to get work on farms after their release, thus completing the chain of efforts necessary to reclaim prisoners and prevent them from again becoming a charge upon the State. An immense market awaits the prison production of vegetables, cereals, dairy products and meats, first, in the State prisons themselves and, second, in other institutions of the State and its political divisions. The State is now spending millions of dollars for food for its prisons, penitentiaries, jails, reformatories, insane asylums, feeble-minded asylums, etc., which could be raised by the prisoners, were all the prisons, penitentiaries, county jails and reformatories moved out upon good farming land.

Since farm work can only be carried on for about seven months of the year, and since some prisoners are not physically equal to farm work and others cannot be trusted at large, various industries should be developed at all farm prisons. The "State Use" system, preventing unfair competition with free industries, may possibly keep prison labor from some industries which would be profitable, but a larger market than can be filled remains for supplying products of various kinds to State institutions. In planning prison industries, the first aim should be to teach the men industries in which they would be likely to obtain employment upon release. With this in view, the new shops should be equipped with the latest machinery, which would both yield a maximum net

profit and teach the prisoner to handle machinery that he would find in use when free. With the antiquated machinery now in use in most of the State's prisons, neither object is attained. The industries might include the making of cloth and clothing, shoes, underwear, iron and tin ware, brushes, etc. From a farm industrial prison of this type, groups of men should be sent out to build highways, as has been widely and successfully done through the West and South, and also in New York State in 1914, when a thousand convicts worked on new roads. Groups of men could also be sent out to clear wild land owned by the State or its political divisions, drain large swamps, plant trees for the Forestry Department, etc. All of this work would be of the highest value in building up the prisoners in physique and character, and in forming habits of hard work, thus fitting them for similar positions when released.

#### DIVERSIFIED OCCUPATIONS.

The modern prison, therefore, must assume the general character of an industrial prison farm, in which neither the industries nor agriculture in their widest sense should be neglected. It is entirely erroneous to hold that the fact of establishing a prison on wide acreage means that the sole attention must be given to agriculture. Establishing a prison on wide acreage does, however, mean that for the first time adequate use can be made of agriculture, dairying, stock-raising and the like in the treatment of prisoners and in the administration of a prison. None of the industries now existing at Sing Sing needs to be abandoned in a new prison, whereas all the necessary agricultural industries can be added, which cannot be the case at Sing Sing. It is not possible to utilize the restricted acreage at Sing Sing outside the prison for the varied occupations possible in a farm industrial prison. The State Commission of Prisons has reported that the farming work of Sing Sing, which is now exceedingly slight, could be but little increased. There is also an abandoned stone quarry at Sing Sing which was given up because unprofitable. This represents the limit of outside pursuits. On the other hand, a prison on wide acreage would admit of all-the-year-round outdoor work, employing more men in summer on the land, and more men in winter at the industries. With a State market, estimated in its possibilities as between \$2,000,000 and \$5,000,000, a State prison having both agricultural and

industrial occupations could be kept at the maximum of its efficiency, beside offering a more useful training than could be offered in a congested prison, with relatively few industries, and those almost entirely industrial. Such an industrial farm prison would also give far wider employment for prisoners who for various reasons could not be engaged in shops.

At present, several studies are being made of the greater possibilities for the employment of State prisoners. It has already been shown in a study<sup>1</sup> made by Mr. Paul Kennaday for the Prison Association of New York that the State market of commodities now manufactured in prisons, but purchased by releases in the outside market, or without releases, is several times greater than that represented by supplies now purchased from the prisons. In addition, there remains the undoubted fact that by a reorganization of the prison industries a much larger market could be obtained, and the further fact that a new prison, devoting its extensive acreage to agriculture, dairy products, and stock raising, could find a huge market already available in State institutions now purchasing in the open market such commodities as butter, eggs, milk, cheese, pork, beef and other food products, as well as blooded stock. All these products carry with them obviously the varied occupations of prisoners.

Many of these occupations are such as relatively unskilled persons can learn and can carry on with considerable skill. They are tangible, producing quick results, and are highly educational.

Furthermore, the possibilities of highway work for State prisoners are great. Already hundreds of State prisoners are housed in temporary camps, for road work, during the months from early spring to late fall. These camps not only train men in hard work, but also make it possible for them to obtain similar work with previous contractors after leaving prison. Indeed, the proposed new prison could not only carry on the industrial and agricultural occupations above outlined, but could probably develop colonies for the reclamation of land now the property of the State, and known in general as the abandoned farms of the State. Many farms are listed with the State Comptroller and located in the eastern section of the State, which might be used for such experiments by the State prisons.

<sup>1</sup> See page 79.

## HEALTH.

There is a consensus of opinion that the outdoor life for prisoners, particularly in agricultural and road work pursuits, is extremely healthful, not only in building up a sane body, but a sane mind. Health is fundamental in the reformatory development of a prisoner. The State of New York at Great Meadow prison furnishes the most conclusive proof of the change under favorable conditions resulting from the transfer of prisoners from Sing Sing to Great Meadow.

## HABITS AND THE HONOR SYSTEM.

The Honor Plan, based on the principle that the prisoner shall earn his own rewards, and by work and good conduct shall progress through several stages into relative freedom and final discharge, is now adhered to enthusiastically by almost all of the prison wardens of the country. It is fair to say that no intelligent prison warden or board of managers would today construct a prison without due regard to the possibilities of the honor system.

Sing Sing has for generations been notorious as a center of unnatural vice. Confinement in cells for more than half the day, restricted exercise, a monotonous environment, lack of diversified occupations, and the general hopelessness of prison atmosphere have contributed to the indescribable conditions which have prevailed at Sing Sing in the past, and at so many other prisons on the congregate plan. Such conditions have existed not only when two men have been confined in a cell, but also when a large portion of a man's daily life is spent in a cell.

During the last year the treatment of prisoners at Sing Sing has become most liberal. Greater facilities for exercise have been given, the time of occupying the cells has been greatly reduced, and many features tending to occupy the minds of the prisoners in varied ways have been introduced. Nevertheless, the suitable and persistent employment of prisoners, possible under a well administered industrial farm prison, has been impossible at Sing Sing. Idleness is still deplorable. The honor system could of course be developed even in a group of buildings as congested as any factory plant, but the possibilities of developing the individual prisoner by finding the best work for him to do, making him do an honest

day's work and placing responsibility upon him, are extremely slight at Sing Sing.

In short, the honor system, for its sane and most comprehensive development, requires the broad acres of a farm industrial prison. At Great Meadow prison the inmates are locked in their cells practically only during sleeping hours. The keepers of that prison report a remarkable freedom from unnatural vice. Warden Codding, of the Kansas State Penitentiary, reported that 90 per cent. of this evil was eliminated soon after the utilization of a prison farm for his State prisoners.

More important even than the development of any one good habit is the general development of the honor system. No subject has been more extensively discussed at the recent meetings of the American Prison Association than the excellent results of the honor system, whether on the roads in Colorado, in building prison structures at Guelph, Ontario, or in the farm work at Great Meadow, N. Y. The honor system is one of the greatest messages of the twentieth century in prison reform. The honor system has developed only as the individual has had a chance to develop under conditions approaching freedom. The honor system is the keynote of success of the Great Meadow farm prison. The honor system is the best approach that the prisoner can make to normal life which he must enter on release from prison. It is the necessary period preceding the parole period. The objections that the men treated under the honor system at Great Meadow are picked men, representing the cream of the prison population, does not hold, because the honor system is never a pure honor system for the whole population of the prison. Supervision still remains, but is in the form of guards instead of walls, and is so graduated that it progresses from a period of strict supervision to one of practically, though not absolutely, unrestricted freedom. The introduction of the honor system is not inconsistent with complete supervision where desirable.

## DEVELOPMENT OF THE INDUSTRIAL PRISON FARM.

The last ten years have been, in the matter of State prison reform, undoubtedly the most important years in generations. Most striking of all has been the nation-wide development of the prison farm movement. Such a movement to put State

prisons on a wide acreage and to develop the so-called honor system must, because of its nation-wide development, be founded upon fundamental principles.

The following States, among others, have recently planned or developed their prisons upon wide acreage or are making extensive campaigns for prisons:

Massachusetts plans a farm prison to replace the Massachusetts State Prison. Has established a State camp for tuberculous prisoners. Has a State farm with many hundred acres for tramps and vagrants.

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

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

New York City has purchased some 800 acres for inebriates committed from New York City, and has established an institution thereon.

New Jersey has purchased approximately 1000 acres for prison farm to replace State prison (congregate structure similar to Sing Sing) at Trenton.

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

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

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

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

Michigan. The State prison is operating 3,000 acres of farm land.

Indiana. State Prison Board planning to lease between 500 and 1,000 acres adjoining the present State prison in Michigan City. State reformatory probably to be abandoned within a few years and to be supplanted by a farm reformatory.

Illinois to build a State prison on wide acreage. State prison sending out convicts to work in a camp miles from the prison.





Indiana State Farm. Prisoners Working Out-of-Doors.



Excavating by Inmate Labor. New Hampton Farms.

Minnesota has recently built a State prison on wide acreage. Colorado is working hundreds of prisoners, taken from the State penitentiary, on road camps.

Oregon, similar work to that in Colorado.

Washington, similar work to that of Colorado and Oregon.

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

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

#### BUILDING BY PRISON LABOR.

The new prison should be built by convict labor. Wherever a huge cellblock is erected, it is obvious that there is almost no opportunity for prison labor, since the building is only a brick shell enclosing a mass of steel cells which have to be manufactured in some factory. On the other hand, where smaller buildings of brick or cement are erected, almost all of the work can be done by the prisoners. There seems to be but one argument in favor of not using prison labor, and this is the profit of the contractor.

Against this, there is a double argument in favor of using prison labor—economy, and the educational training for the prisoners. By using the prisoners, it is estimated that from twenty to thirty per cent. can be saved in the erection of the buildings. A prison population will ordinarily include, in addition to the large supply of unskilled labor, skilled mechanics of all kinds, to whom the erection of a group of buildings would furnish the best possible opportunity for increasing their skill and assisting them to find similar employment when released.

The modern tendency is all toward the use of prison labor, and the latest prisons, such as the large Central Prison at Bellefonte, Pa., the Ontario Industrial Reformatory at Guelph, Canada, and the House of Correction at Occoquan, Va., are being built by the prisoners.

#### THE LOCATION OF THE NEW PRISON.

Two sites are chiefly considered for the new farm industrial prison, Wingdale and Beekman. The Prison Association

favors the Beekman site for reasons that will appear in the following synopsis of the relative advantages and disadvantages of the two sites under consideration.

#### COMPARISON OF WINGDALE AND BEEKMAN.

*Wingdale.*—The village of Wingdale is located on the Harlem division of the New York Central railroad, 70 miles from New York and 82 miles from Albany. It has connection without change from New York, but from Albany change of cars must be made at Chatham. From New York the one way fare is \$1.70; the round trip fare, \$2.85; party fare one way (10 or more), \$1.58, and the mileage fare one way, \$1.40.

The connections between New York and Wingdale are excellent. Five trains a day each way north and south connect New York City and Wingdale. The running time is from 1 hour and 54 minutes to 2 hours and 49 minutes.

There is some difficulty in reaching Wingdale from points in southern and central New York. From Elmira, for instance, the route must be via Delaware, Lackawanna & Western railroad to Binghamton, Delaware & Hudson to Albany, Boston & Albany to Chatham and the Harlem Division of the New York Central to Wingdale, with an average running time of 10 hours and 28 minutes. From Auburn the route is via New York Central to Albany, Boston & Albany to Chatham and New York Central to Wingdale, the average running time 8 hours and 20 minutes. From Dannemora via Delaware & Hudson to Albany, Boston & Albany to Chatham and New York Central to Wingdale, average running time 9 hours and 51 minutes.

An important difficulty is presented in the railway connections between Sing Sing prison and Wingdale. Connections must be through New York City by train from Ossining to 125th Street station, or by motor transportation across Westchester county to Pleasantville or some adjoining station. For several years during the construction and early occupation of the prison, if built at Wingdale, this would be a considerable disadvantage as compared with Beekman.

The connections through Chatham from Albany are in the main very good, causing only slight delays. From the transportation standpoint, therefore, the facilities both north and south are little subject to criticism. The Wingdale site is also less than one mile from the station and the railroad

runs through the western end of the property. The fact that no change of cars will be required for prisoners transported from New York City to Wingdale is an advantage.

*Beekman.*—The property owned by the State at Beekman in Dutchess county (railroad station Green Haven) is 76 miles from New York via Dutchess Junction or Beacon, and is approximately 100 miles from Albany via Beacon. It is on the Central New England railroad, running through Poughkeepsie on the west and Danbury on the east. This is the main line used by the New York, New Haven & Hartford railroad for through connections between Boston and Washington. The fare from New York one way is \$1.82; round trip fare, \$3.24; party fare one way (10 or more), \$1.67; mileage fare, \$1.57.

The present transportation facilities for Beekman are very poor compared with present transportation facilities for Wingdale. According to a letter received from Mr. W. H. Seely, Manager of the Industrial Bureau of the New York, New Haven & Hartford railroad, dated September 2, 1915, addressed to the General Secretary of the Prison Association of New York, a tentative train schedule is submitted by the railroad between Albany, Auburn, Binghamton, Dannemora, Elmira, New York City and Green Haven (the station for Beekman) via Beacon. This tentative schedule shows four daily connections north from New York and five connections south, involving a change of cars at Beacon. The running time varies from 2 hours and 24 minutes to 4 hours, the average time being about 3 hours going north and from 2 hours and 20 minutes to approximately 3 hours going south.

In this connection, it is of importance to note that the transfer of prisoners from Sing Sing to Beekman can be made much more easily than to Wingdale. Between Albany and Green Haven the tentative schedule shows a passenger fare of \$2.06 one way; a mileage of 103 miles. The tentative schedule shows four daily train connections north and four train connections south, the running time north ranging from 3 hours and 25 minutes to 4 hours and 30 minutes; the running time south from 2 hours and 50 minutes to 4 hours and 30 minutes.

The tentative schedule from Auburn shows one change of cars and a running time of 8 hours and 15 minutes and a running time north of 8 hours. Connections from Dannemora

show two changes and a running time south of 10 hours and 15 minutes, and a running time north of 12 hours and 19 minutes. Between Elmira and Green Haven there is a running time east of 10 hours and 36 minutes and a running time west of nearly 24 hours. (Elmira was suggested to the schedule makers only as a point in the southern tier and not as one frequently used for the transportation of prisoners.)

Motor truck transportation from Hopewell Junction, approximately four miles distant, is also an important possibility. The Newburgh, Dutchess & Connecticut Division of the Central of New England Railway, terminating at Beacon and running through Hopewell Junction, has several connections, with one change, with New York. The best connection in the winter timetable shows departure from New York at 4:03 p. m. and arrival at Hopewell Junction at 6:15; it also shows a departure from Hopewell Junction at 8 a. m. and arrival at Grand Central station at 10:19. Probably, in case the State prison should be located at Beekman, there would be the opportunity of connecting by motor van with trains at Hopewell Junction for New York, in addition to other trains on the tentative schedule.

*Summary.*—The transportation facilities between Wingdale and points north and south are now much better than the transportation facilities between Green Haven and similar points. In case the prison should be located at Green Haven the proposition of the New York, New Haven & Hartford railroad, above mentioned, of increasing and bettering its train schedule, would be of prime importance.

*Freight.*—Exhaustive schedules of freight values have been submitted by both the New York Central and the New York, New Haven & Hudson River railroad companies. These rates have been submitted to a general contractor in New York for opinion. He states that a study of the rates indicates that, with the exception of common building brick, there is little difference in freight rates to the two points on the heavy, plain materials required in building construction. On the common building brick there is quite a difference in favor of the Wingdale location, but it seems to the contractor that a good rate could be obtained from Hudson River points to Green Haven, which rates are not quoted in the data presented to him. The rates quoted on structural steel, lime, crushed



Beekman Site. Acres of Potatoes.



Beekman Site. Potatoes Growing.

stone, building stone, cement, etc., are practically the same for both points, except in individual instances, where rates are given from points on railroads running into either Wingdale or Beekman. As all such materials are bought delivered at the point of destination, there is always a competition on price and freight rate. Unless there is a prohibitive difference, it is usually absorbed in the quotation from points farther away than others. The above-mentioned contractor believes that the difference in cost in building construction would not be affected materially by the difference in freight rates. The principal difference on prison products seems to be in reference to shipments to and from New York City and the vicinity, in which there seems to be quite a difference in favor of Wingdale.

COMPARISON FROM THE STANDPOINT OF INSTITUTIONAL MANAGEMENT.

*Wingdale.*—The Wingdale site, composed of approximately 650 acres, is made up of land very uneven in its institutional value. Three different types of land are found: (a) bottom land, of very fertile character; (b) woodland, of quite precipitous slope; (c) upland, broken and hilly, suitable largely for pasturage purposes. In short, the Wingdale site is very broken and is not subject to supervision from any one central point.

*Building site.*—A good building site is on the meadow land, which, however, would remove that amount of fertile land from cultivation. If the honor group were to be widely separated from the custodial group, the honor group might be placed upon an upland a mile away. To place the entire prison on the uplands would be to establish both a heavy initial cost in the delivery of building material and in the general cost of construction, besides removing the prison to a relatively remote part of the property, with a permanent increased cost for the moving of commodities. Furthermore, the location of the institution on the hill would require a permanently expensive system of water supply by pumping. A further disadvantage of the Wingdale site for the location of the institution is that it is only a few miles distant from the Connecticut line and the temptation for easy escape of inmates would be always present.

In short, the administration of a State prison requires cen-

tralization of plan to the extent at least of the possibility of supervision of the entire plant from a central point.

*Beekman.*—The Beekman site offers an excellent location for the entire State prison group as proposed above. The land, while slightly rolling, is relatively flat, and the entire tract of 821 acres could be supervised from a knoll near which the prison buildings would undoubtedly be located. The location lies in the Fishkill valley. To the east is a range of high hills and to the west the land slopes gently upward. There are no difficulties in the matter of sites for the institution's buildings. There is an abundance of water. The location is approximately 15 miles from the Connecticut line, and a high ridge of hills intervenes. The country is little settled, and there are no temptations of nearby large cities. The same absence of nearby large communities can be stated regarding Wingdale.<sup>1</sup>

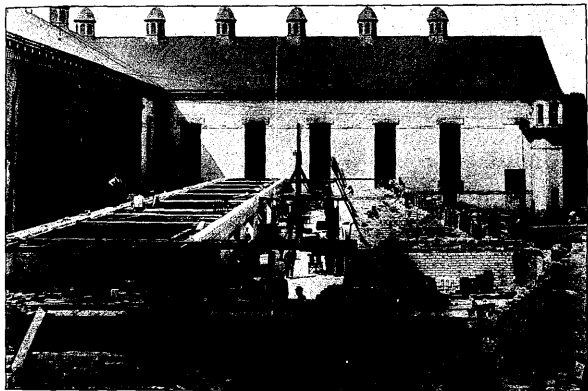
#### RECAPITULATION.

Sing Sing Prison is nearly a century old and is thoroughly inadequate. Throughout the country, farm industrial prisons are being planned. Modern prisons aim to have wide acreage connected with them.

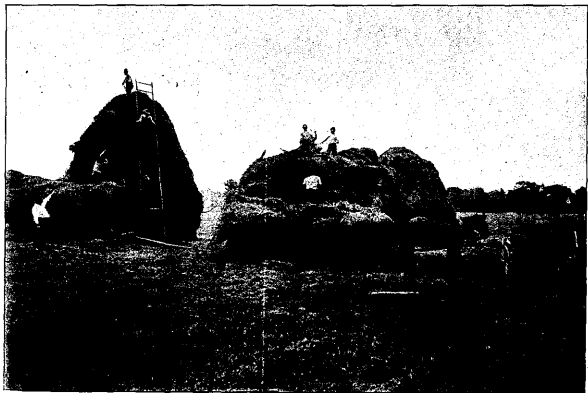
To rebuild Sing Sing, necessarily retaining its present congested area, would cost approximately \$1,500,000 without any farm. To locate a new prison in the country, either at Wingdale or Beekman, would cost approximately \$1,400,000, and would admit of absolutely modern plans and construction. As between Wingdale and Beekman, exclusive of the question of agricultural advantages, water supply, sewage disposal, etc., Wingdale is located more advantageously for transportation from the north and possibly from Albany. The New Haven railroad, however, gives assurance that greatly increased transportation facilities will be given in case the Green Haven site is selected. The freight rates are practically equal. Topographically, from the standpoint of the locating of an institution and the activities of an institution, Beekman is far preferable.

Between the Cellblock Type of prison construction and the Group-Unit Type, modern penology demands the Group-Unit Type in some form.

<sup>1</sup>Comprehensive official reports on the agricultural and sanitary features of the Wingdale and Beekman sites have been made by the State Departments of Agriculture and Health, respectively, but have not been made public.



Outside-Cell Building under Construction. Michigan State Prison, Jackson.



Haying by Inmates of State Hospital. Beekman Site .



## THE PROBLEM OF THE PRISON INDUSTRIES.

**T**HROUGH the generous financial assistance of Mr. E. Trowbridge Hall, a member of the Board of Managers of the Prison Association, a comprehensive study of the prison industries was made in the summer and fall of 1915 by Mr. Paul Kennaday, who has long been a student of labor conditions. Mr. Kennaday's report is embodied in the present chapter. The problem of the prison industries has for years been one of the most complicated and least solved questions in the State's administration. The subjoined report brings an especially valuable contribution. In the fall of 1915, Mr. Kennaday became the Secretary of the Prison Industries and Employment Association, a small group of business and professional men in New York who desire as an independent body, though closely affiliated with the Prison Association, to work further along the lines indicated in their Association's name.

Mr. Kennaday's report follows:

### THE PROBLEM OF THE PRISON INDUSTRIES.

The study of prison industries carried on this past summer was begun with a personal inspection of the shops at Sing Sing, Clinton and Auburn. Here conditions long familiar to those acquainted with prisons at once showed the need for some change in equipment, method and management. Whether it was a shoe shop, turning out so many styles of shoes that the force employed could become efficient in no one line, or a knit-goods shop employing men at an industry which in the world outside furnishes a living almost exclusively to women; whether it was a furniture shop still turning out solid-top desks, although the demand is now general for built-up tops, or a cloth shop equipped with weaving machines second-hand twenty-five years ago when installed, the failure adequately to plan out and equip the industries carried on in the prisons of the State was at every step conspicuous.

And badly as the prison industries often have been selected and left to follow wasteful methods, the failure of the present scheme of things from the point of view of useful training to the prisoners is no less apparent even upon cursory inspection. It was a common occurrence to find some men sitting about

idle in the shops at all hours of the morning and afternoon, and by three o'clock in the afternoon the number who had stopped work for the day in some shops was a large proportion of the whole force.

"They have done their day's job," said one foreman after another. "Who says so?" was asked. "They do," was the answer, and that seemed to end the matter. A prisoner at the Sing Sing shops, pointing to a group smoking their pipes in the comfortable shade of the yard, summed the matter up with, "Those idle men out there get the same grub we do, so why should we work any harder than we have to?"

Not only do the workers appear to determine for themselves their daily stint and to rest at whatever hour their self-selected task has been accomplished, but the stoppage of machinery, the dismissal from the shops of squads of men for the barber or for the weekly bath, the holding up of a gang's work because one member has a visitor, is in the hospital, is being punished or has been transferred, seem to be matters of such frequent occurrence as to have a considerable bearing upon the total output of goods, and a very important bearing on the prisoner's attitude of mind toward his prison work in particular and toward all work in general.

In a word, the prison industries as now carried on in this State in some cases have been so badly selected that men are trained at women's work, and generally it may be said that the prisons on the order of Sing Sing, Auburn, Clinton, signally fail to inculcate a spirit of industry in the prisoners. Rather, it would appear, the men become so accustomed to a short day's work, often interrupted, that upon discharge they are as little able to stand up and do their required share in an outside factory, as is the consumptive upon discharge from a prolonged "rest cure" temperamentally equipped to earn a living by the sweat of his brow or the persistent application of his mind.

These conditions are matters of more or less common knowledge, and the opinions formed therefrom are not novel. Having reaffirmed, from personal investigation, the patent shortcomings of prison industries as now carried on, the subsequent inquiry was carried on along new lines to conclusions of some value, it is hoped, to prisoners, prison officers, and prison reformers.

The problem was to find out the possible market for prison-made goods in the State of New York under the present

"State-use" law and for the articles at present manufactured in the prisons of the State, it being assumed that either any change in the State-use system or any considerable introduction of new industries under that system would reopen the whole case of prison labor versus free labor, and would provoke such contention that the issue of an extension of existing prison industries to meet the present market would probably be altogether lost.

The method pursued was as follows:

*City of New York.*—For the City of New York, records were at hand in the Bureau of Standardization of the Board of Estimate and Apportionment, giving the quantity and price of every article purchased by the City of New York and its constituent counties in the year 1911. For several weeks, a clerk was employed to go over this voluminous record in order to put down, item by item, each purchase on the open market of an article similar in kind and quality to those articles listed in the State prisons' catalogue of prison-made goods.

*Buffalo and Rochester.*—For the other first class cities, Buffalo and Rochester, no such record as that made in New York City was available, and it was impracticable to go behind the summary of purchases as printed in the annual reports of the various departments and boards of these two cities.

*Second Class Cities.*—In the case of the second class cities, Albany, Schenectady, Syracuse, Troy, Utica and Yonkers, original vouchers of all sales were inspected in the comptroller's office at Yonkers. The published reports of the other cities were examined in detail, especially those of Albany, but it was concluded that the fairest estimate of purchases for all the cities of this group could be made upon the basis of the complete data from Yonkers, and upon the assumption that the purchases of this city, whose population is 14 per cent. of the total population of this class of cities, would be 14 per cent. of the purchases of the entire group.

*Third Class Cities.*—In the case of the forty-five cities of the third class an inspection of original vouchers for the year 1914 was made in two cities and in the case of Poughkeepsie the comptroller's annual report was found to be serviceable. Dividing the third class cities into three classes, corresponding

by population with the three cities for which more or less complete returns were at hand, an estimate was reached of prison-purchaseable goods bought on the open market by all third class cities during the year 1914.

*Villages.*—In the case of first, second, third and fourth class villages a great number of village treasurers' annual reports were received in answer to several circular letters, and these reports were all examined. Many of them were made up in such manner as to furnish no information for the purpose of this study. In the case of seven first class villages, fifteen second class, thirty-four third class and twenty-two fourth class villages, or a total of seventy-eight villages out of the four hundred sixty-five villages of all classes in the State, the published reports showed with great particularity the exact nature of the expenditures accounted for by the village treasurers. These reports also showed small expenditures put down under the general designation: "Supplies." Having thus for seventy-eight villages of various classes the expenditures for prison-purchaseable goods, and adding to this ten per cent. of "Supplies," upon the bold assumption that at least ten per cent. of "Supplies" were prison-purchaseable, an estimate was reached of the total purchases of the other villages of each of the four classes upon the basis that villages of like population, on the average, would make like purchases.

*State Hospitals.*—The Hospital Commission gave us access to their records for the fiscal year ending September 30, 1914; a detailed examination of this mass of material was made in manner similar to that followed in the case of New York City.

*Reformatory and Charitable Institutions.*—The State Fiscal Supervisor of Charities had his own force report in like manner upon the expenditures of the reformatory and charitable institutions of the State.

*State Departments and Bureaus.*—From an examination of the releases issued for the year 1914 by the State Commission of Prisons, such estimate as was possible was made of open-market purchases made by State departments and bureaus.

*County Purchases.*—The published reports of all the county supervisors, except the counties within the limits of New York City (already accounted for under the returns of that City), were examined in the State Comptroller's office in Albany.

It was impracticable to go behind these reports; and it

was accordingly assumed that of expenditures for "Furniture and Fixtures," 75 per cent. was on account of furniture, and that of "Clothing and Shoes" expenditures, 25 per cent. was for shoes and 75 per cent. for clothing. From the totals thus reached were deducted, in order to find the "open-market" purchases, the sales of furniture, clothing and shoes made to these counties by the several prisons.

*Schools.*—In none of the above cases do the returns or estimates include expenditures for schools. School expenditures were obtained from the State Department of Education, separately for New York City, "Other Cities," towns and villages.

The appended table shows, according to the method above explained, the market available to the State prisons of this State for the articles now manufactured by those prisons. It would thus appear that there is a market of \$1,210,422 open to the prisons over and above that filled last year with their net sales of \$856,371.47.

TABLE I

SALES OF MANUFACTURING DEPARTMENTS OF STATE PRISONS.  
Fiscal Year Ending September 30, 1914.

INDUSTRIES.	Sing Sing.	Auburn.	Clinton.	Totals.	Totals open market purchases (Table II).
Tinware.....			\$61,628	\$21,628	\$10,610
Brush and broom.....	\$29,326	\$ 15,174		44,500	32,602
Foundry.....	15,080			15,080	77,441
Wagon.....	5,602			5,602	1,331
Shoe.....	88,816			88,816	43,201
Knitting.....	123,188			123,188	5,773
Shirt.....			\$ 54,738	54,738	10,538
Cloth.....			4,08,991	4,08,991	34,172
Tailoring.....	33,232			33,232	106,816
Furniture and cabinet (sash and door).....	1,004	90,661	\$ 32,077	123,742	722,140
Mat.....	3,272			3,272	3,952
Basket.....					2,147
Bed and bedding.....		{ 10,680 }		14,871	94,592
Printing.....	11,543			11,543	46,233
School furniture.....		82,747		82,747	402,387
Total.....	\$311,063	\$342,955	\$206,534	\$860,552	\$1,214,723 \$41,385 \$1,256,108

<sup>1</sup> Includes baskets.    <sup>2</sup> Women's prison.    <sup>3</sup> Includes clothing.    <sup>4</sup> Includes yarn.  
<sup>5</sup> Includes lumber.    <sup>6</sup> Total village purchases.

TABLE II  
1914 OPEN MARKET PURCHASES OF ARTICLES SUCH AS ARE MANUFACTURED IN STATE PRISONS.

INDUSTRIES	State Prison (Albany)	State Prison (Cattaraugus)	State Prison (Chenango)	State Prison (Delaware)	State Prison (Dutchess)	State Prison (Hamilton)	State Prison (Montgomery)	State Prison (Orleans)	State Prison (Rensselaer)	State Prison (Saratoga)	State Prison (Ulster)	State Prison (Washington)	State Prison (Westchester)	State Prison (Yates)	Totals
Tanned skins	\$75	\$41	\$40	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	\$156
Family	59	1,331	530	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	\$2,920
Shoes	254	4,758	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	\$5,012
Knitting	5,671	198	5	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	\$5,874
Cloth	11,211	7,526	40,657	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	\$59,394
Tabling	.....	13,341	39,436	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	\$52,777
Woolen and cashmere	59	1,893	30,079	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	\$32,031
Blankets	34	170	20	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	\$204
Blanketing	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Bed and table linen	20,173	11,925	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	\$32,098
Total	\$38,963	\$41,001	\$11,426	\$12,737	\$230,950	\$95,046	\$88,971	\$58,843	\$0,393	\$4,341	\$71,953	\$209,387	\$41,385	.....	\$1,350,108

1 Total village purchases.

#### FINDINGS AND RECOMMENDATIONS.

The inspection made of the prisons of this State, interviews had with a large number of city, village, county and institution officials, and the study made of the open market and prison purchases of the State and its political subdivisions, have led to the following conclusions:

I. That there is available to the prisons of this State, in the industries now established, a large and profitable market over and above that now filled amounting to at least \$1,200,000.

II. That this market is not within 10 per cent. of that ordinarily and without investigation said to exist.

III. That in the case of a multitude of small individual purchases, aggregating a considerable total outlay, it would not be practicable to require purchases from the prisons unless there were established throughout the State a number of central distributing sources.

IV. That there is widespread dissatisfaction with prison products, in part due to the desire to purchase from local firms giving employment to residents and offering political support to the purchasing officials, but in very large measure due to undoubted inferiority in the quality of many prison products, their high cost and the delays experienced with deliveries.

V. That to retain even the present market for prison goods, it is highly desirable to meet such objection to prison products as upon investigation may be found to be well founded, the Corporation Counsel of New York City having given an opinion, which is now being followed in New York, that goods may be purchased without release from the State Commission of Prisons when the goods offered by the prisons are not up to reasonable specifications. Prison products have already been rejected by the City of New York on the strength of this opinion, and it is altogether likely that other present purchasers, many of whom are outspoken in their opposition to prison goods, in like manner will refuse to accept the prison products which heretofore they have considered they were bound in law to accept.

VI. That any attempt to increase the manufacture and sale of prison goods without meeting present objections will arouse a still greater opposition to prison products.

VII. That the present relations between buyer and seller of

prison goods are essentially faulty; the one, failing to standardize its orders even within single city departments, has allowed a multitude of purchasing agents and institution heads to set up in many lines such demands for variation in styles and patterns as to add immensely to the difficulties of the seller; on the other hand, the seller, falling in with those demands and following the precedent, considers it necessary to offer to the buyer such an extensive catalog of articles that reasonably good standards of workmanship are almost impossible to attain in any one line, and are out of the question in many lines.

VIII. That while the State is not, and should not be, primarily interested in turning out from its prisons the largest possible quantity of marketable goods of good quality and fair price, the amount of money to be made available for maintenance of old prisons and construction of new ones is closely dependent upon the successful financial operation of the prison industries.

IX. That the State is primarily interested in turning out from its prisons the largest possible number of men trained to habits of industry — if not skilled in some occupation.

X. That such existing industries as knitting, although ridiculously adapted for teaching trades to men, should be retained, at least until means are at hand for keeping every man in prison actively occupied during working hours; first, because they are a valuable source of revenue to the State, and secondly, because with proper organization they may be made a means of teaching men a habit of industry and a general acquaintance with shop methods of production.

XI. That as with men in outside shops, the men in prison shops need an incentive to work. The first and ever-present desire of every convict being to get out of prison, a system whereby diligence and skill would be rewarded with reduction of sentence would, it is believed, change the whole attitude of the convict toward the amount and quality of his daily work.

XII. That the industries carried on in the prisons are even now of such magnitude that they could and should be made the medium for the building up of character, the forming of correct habits, and the acquisition of trade skill.

XIII. That both from the point of view of the financial operation of the prisons and the reformation of the convict, it is highly desirable to put the industries of the prisons under

the management of a single qualified, experienced industrial manager having under him superintendents of industries in each of the prisons — following in this respect the practice which experience has taught the business world to adopt.

XIV. That such an industrial manager, working on the manufacturing problem alone, along lines in harmony with the general policy laid down by the Superintendent of State Prisons as to discipline, farm and road labor, etc., should be able to bring about such changes in prison products that sales would not be to the present extent "forced sales" to complaining customers often adopting every ingenious subterfuge possible in order to circumvent a law considered unfair and oppressive. Such an industrial manager should be able so to organize his producing and selling force that the present and potential market would be thoroughly cultivated.

XV. Customers should be seen and not merely written to. Their wants and even whims should be catered to as far as practicable. The salesmen of open-market competitors should be met, not with a catalog, but with a properly equipped representative of the prisons, on the spot, able to give assurance of fair quality and fair price and prompt delivery.

## A PAROLE AND COMMUTATION BILL FOR STATE PRISONS.

FOR several years both prison reform workers and the inmates of the State prisons have earnestly urged a change in the parole laws relating to State prisons. The present law provides briefly as follows:

Two forms of sentences are imposed upon prisoners committed to the State prisons. These are known as the indeterminate sentence and the definite sentence. The criminal who, according to the records before the court, has never before been convicted of a felony is sentenced to an indeterminate term of imprisonment. The minimum and maximum terms are fixed by the court. The minimum shall be not less than one year, and the maximum limit is fixed by law. The court may fix a lower maximum, but the minimum sentence shall not exceed half the longest period provided by law as a punishment for the particular crime.

Under the indeterminate form of sentence (which, as indicated above, applies only to so-called "first offenders" in State prison) the prisoner cannot earn commutation (which will be described below under the definite sentence) but, after serving his minimum term, may become eligible for parole. This eligibility for parole is determined by the Parole Board for State Prisons, a body distinct from the Prison Department, which administers the State prisons.

It is otherwise provided for, in the matter of those prisoners who have been previously convicted of a felony. In such cases, a definite sentence is imposed, not subject to parole. On the other hand, the prisoner so sentenced may earn so-called "good time" sufficient to shorten materially the period of imprisonment. A five-year term may by good conduct be commuted to three years and seven months. A ten-year term may be reduced, for instance, to six years and six months.

The purpose of the indeterminate sentence law is to stimulate the prisoner to good conduct and to reformation through the chance offered to him to shorten his term of imprisonment. There is far greater value in the indeterminate sentence than in the definite sentence, because the prisoner, if paroled, is nevertheless on parole for a period discretionary with the Parole Board, that is, under the supervision of the Board, although living in relative freedom, and working at some occupation. The prisoner released after a definite sentence, with reduction for "good time," is absolutely discharged, and cannot be supervised by any parole officer or in any manner by the State.

No result was obtained from very earnest agitation for a comprehensive parole law in the Legislatures of 1914 and 1915. Various proposals proved unacceptable. The chief arguments for a change in the present law rest upon the widespread belief that sentences to prison are often very inequitable; that for practically the same crime, committed under practically the same circumstances, two prisoners may receive very different sentences. This leads to much bitterness of feeling and a more or less grounded sense of injustice.

While undoubtedly a comprehensive parole law must ultimately be drawn for the State prisons, the Prison Association recognizes that at present public opinion, and also the specialized opinion of county judges and district attorneys, will hardly accept the proposal of an indeterminate sentence for all prisoners in State prison, exclusive of those convicted of murder, and possibly several other particularly atrocious crimes. Therefore the Association proposes for consideration of the Legislature in 1916:

(a) An extension of the parole law now applying to first offenders in State prison—on indeterminate sentences—whereby their minimum sentences may be reduced by a certain number of days per month allowed for efficient work in industry.

(b) An extension of the amount of commutation allowed to those already having served a term in the State prison, who have received a definite sentence. At present, commutation—so-called "good time"—is allowed, to the extent of two months on the first year's sentence, two months on the second year, four months on the third year, four months on the fourth year, and five months on each successive year.

## LEGISLATION DURING THE YEAR 1915.

### PRISON LABOR, INDUSTRIES AND EARNINGS OF PRISONERS.

The continued agitation of the prison labor problem, particularly in its concrete application to specific institutions, has resulted in some successful legislation, and some unsuccessful attempts.

*Chapter 366 of the Laws of 1915* amends Section 321 of the Prison Law, referring to the labor of convicts in the penitentiaries, in reference to the Erie County Penitentiary, by authorizing the Board of Supervisors of Erie County to employ such convicts "upon any work being prosecuted by and within such county" and "to fix a per diem compensation for such employment at a rate not to exceed 10 cents." A corresponding amendment to the Highway Law secures this provision in reference to road work. This law will make possible the employment of prisoners of the Erie County Penitentiary on road building, farm work and other outdoor labor in any part of the county. The bill was approved and supported by the Prison Association.

*Chapter 288* amends Section 185 of the Prison Law by extending the provisions allowing the payment of prisoners from the earnings of the institution, to include county jails in addition to the State prisons, reformatories and penitentiaries. It also reduces the maximum amount that can be forfeited by a prisoner for misconduct from 50 cents to 25 cents per diem. This law was approved and supported by the Prison Association.

*Chapter 282* amends Section 177 of the Prison Law by extending the application of that law to county jails and workhouses, in addition to State prisons, reformatories and penitentiaries. It further provides a method by which industries that may at any time be introduced in any institutions, other than the State prisons and reformatories, may be correlated with the whole of the prison industries of the State in respect to both manufacture and disposition, by arrangement between the State Superintendent of Prisons and the managing au-

thority of any such penal institution. Contracts entered into in this connection are to be drawn up or approved by the State Commission of Prisons. In other respects, the law relative to the manufacture and disposition of prison-made goods remains as before. Approved and supported by the Prison Association.

*Chapter 457* further amends the Prison Law by adding a section, to be known as Section 184a, providing for the disposition of farm products of penal institutions, in excess of the amount needed by the institution, to other State institutions in much the same way as industrial products are now disposed of.

### COURT PROCEDURE AND PENAL LAW.

*Chapter 531* amends very materially the inferior criminal courts act for the city of New York. It authorizes magistrates to sit as judges of the court of special sessions, and to finally dispose of misdemeanors upon consent of both parties, and of the district attorney in certain cases; provides for a municipal term for hearing of violations of the sanitary code, Labor Law, and offences in which city departments are complainants, the judges sitting in such municipal term to have the powers of special sessions court. All the inferior courts are placed under the control of the board of city magistrates for the whole city, thus discontinuing the separation of magistrates' courts and special sessions courts. The law provides a separate children's court, composed of judges especially appointed to that task from among the magistrates. It is an extremely important law, modifying existing law to an extent that cannot here be fully estimated. Its value is to be seen in practice.

*Chapter 285* amends the code of criminal procedure in relation to the definition of vagrant, by a most important change in Subdivision 4 of Section 487 of the code, extending the definition to include under the term "prostitute," also cadets, procurers, and other male as well as female persons soliciting in public. This section will probably cover indeterminate cases of homosexuality. Approved by the Prison Association.

*Chapter 286* prohibits the placing on probation of persons convicted of maintaining a house of prostitution, etc., in a tenement house, or female persons who are second offenders.

*Chapter 1897* of the Penal Law, relating to the carrying and use of dangerous weapons, was amended by *Chapter 390* of the *Laws of 1915*, by making a first offence, in general, a misdemeanor, and a second offence, a felony.

*Chapter 327* amended the Public Health Law in relation to the sale of habit-forming drugs, with the purpose, in general, first, of reducing the sale of such drugs; secondly, of keeping exact accounting of all such drugs sold or used by physicians, druggists and others, and thirdly, by providing for the commitment of habitual drug users to charitable or correctional institutions.

*Chapter 480* amends the Penal Law by facilitating the commitment of a feeble-minded child, charged with a crime or offence, to a public institution for the feeble-minded.

A most important step toward the improvement of criminal procedure was effected by *Chapter 284*, amending the greater New York charter by abolishing the office of coroners in the City of New York (upon the expiration of the terms of the present incumbents) and providing in their place a chief medical examiner, to have practically all the powers formerly held by coroners, but in a manner much more satisfactory, from the standpoint of administration and efficiency.

#### SPECIAL INSTITUTIONS AND PAROLE LEGISLATION.

The most important single piece of legislation affecting the prisons of the Department of Correction of the City of New York, and representing probably the greatest forward step in recent penal legislation, was effected by *Chapter 579* of the *Laws of 1915*, which is reproduced in full and commented on elsewhere (see page 120). This bill was approved and supported by the Prison Association.

*Chapter 373* provides a woman parole officer for the State Farm for Women at Valatie, who is to serve also as marshal and to have the power and authority of a deputy sheriff. She is to serve, probably, as transfer agent as well. This bill was approved and supported by the Prison Association.

*Chapter 111* authorized the Westchester county authorities to "cause to be erected, completed and furnished, ready for use, a county penitentiary and workhouse building or buildings for the use of the county of Westchester, for the keeping of persons legally and lawfully committed thereto." (For a description of this institution see page 111.)

#### SHERIFFS AND COUNTY JAILS.

*Chapter 200* added Hamilton county to the list of counties in which the fee system for the sheriffs has been abolished. A definite salary has been provided for the sheriff, and his fees are declared the property of the county. Approved and supported by the Prison Association.

*Chapter 143* amends the law relating to Seneca county which provided for the maintenance of prisoners of the Seneca county jail, at a rate of \$1.75 per week per prisoner, by providing "a rate per week for each prisoner to be fixed by the board of supervisors." This was to discontinue the definite rate system, which was found by the inspectors of the Prison Association to be working out badly. This Association approved and supported the bill.

#### BILLS INTRODUCED BUT NOT PASSED.

Among the unsuccessful attempts at legislation during the year, the following were the most important:

1. The bills drawn up by the Prison Association for the improvement of the manner of dealing with prisoners held by the court under criminal charge, who appear to be insane, and with prisoners serving sentence in institutions of the city of New York, who appear to be insane. Two bills dealing with the matter were introduced, as Senate Int. No. 1103 and 1104; and Assembly Int. No. 1504 and 1505. The bills were intended to improve the administrative methods of dealing with such cases, and to reduce the unnecessary cost and waste of time involved in the procedure. The support of the comptroller's office of New York City was obtained in full. In fact, a representative of the comptroller gave considerable aid in pushing the bills at Albany. One of the bills was passed by both houses, but vetoed by the Governor. The other passed the Assembly, but failed of passage in the Senate. As a result of the efforts in this direction, the attention of the proper authorities was emphatically drawn to the situation, and a considerable improvement without legislation has taken place. Whether the introduction of the bills in future legislation will be necessary depends upon future investigations of conditions.

2. A bill making possible the transfer of inmates of the House of Refuge on Randall's Island, who proved to be unsuited to the methods of that institution, and for whose treat-



ment the reformatory or penitentiary would be more suited, failed of passage. The bill had considerable merit and was approved and supported by the Prison Association.

3. A bill to give the Probation Commission supervision of parole officers in the State, in addition to its present supervision of probation officers, failed of passage.

4. A general bill to amend the Highway Law and the Prison Law, providing for a general arrangement between the local highway authorities and the Prison Department for the employment of convict labor in all parts of the State, also failed of passage. The bill was supported by the Prison Association.

5. A very important bill to amend the code of criminal procedure by repealing Section 1220, in relation to the offence of mental derangement, failed of passage. The bill was opposed by the Prison Association because its own bills treating of the same matter in a different way were considered to more fully meet the situation.

6. A bill providing for pensions for employees of State prisons and State reformatories was again introduced but failed of passage.

Bills were introduced and failed of passage dealing with:

Provision for public defender;

Provision to make neglect or refusing to testify by defendant, prejudicial against him;

The abolition of capital punishment;

Changes in the board of parole for State prisons;

More liberal indeterminate sentence and parole laws for the State prisons.

The failure to adopt the proposed new constitution makes it unnecessary to comment on changes in the field of delinquency provided in that document.

## A CUSTODIAL ASYLUM FOR FEEBLE-MINDED DELINQUENTS.

**F**EEBLE-MINDEDNESS in delinquents is a very serious problem in this State, and one that demands adequate treatment. Feeble-mindedness is not so conspicuous as insanity. Insane criminals are provided for at the Matteawan and Dannemora State Hospitals for the Insane, but there is no designated institution in this State to which feeble-minded criminals can be transferred. Moreover, the non-criminal asylums for the feeble-minded are already filled, and it is against the general policy of the State to house the non-criminal and the criminal insane or feeble-minded in the same institution, because their care requires differentiated treatment.

Feeble-mindedness varies in degree from idiocy to a grade of intelligence closely approaching the normal. It differentiates itself from insanity also, in that while insanity is regarded as a disease, curable in many instances, feeble-mindedness is a defective condition of the brain, that may be improved, but cannot be cured. High-grade feeble-mindedness, therefore, can be trained, and many a feeble-minded person gets through life after a fashion, generally with the help of friends. Yet every feeble-minded person is a potential criminal, because feeble-mindedness is defined as a mental state which renders the one thus afflicted unable to conduct his daily affairs with ordinary prudence. And in the intense competitive life of today, the feeble-minded must inevitably fall behind, thus leading to crime as an alternative, or to pauperism, unless cared for by friends able to help financially.

Feeble-mindedness, moreover, is insidious, in that its presence is not easily recognized, and therefore its victims pass longer in the community before coming under correctional or charitable care. Feeble-minded women are especially prone to sex faults, and the proportion of illegitimate births from feeble-minded women is large. They are the easy prey of those seeking their ruin or further demoralization.

Within any institution to which feeble-minded delinquents are committed, they act as a serious clog on normal methods

of reformation. Often of kindly disposition, and relatively happy, they are nevertheless incapable of normal progress in industry, physical training or school, and must, if properly treated, be separated from the rest of the institutional population, demanding thus an amount of specialized attention that many institutions cannot and should not be called upon to give.

The natural solution of the problem is a separate institution for the mentally defective delinquent, to which the seriously feeble-minded delinquents from other correctional institutions may be transferred. Among many significant statements by authorities is a recent one by Dr. Frank Christian, assistant superintendent of Elmira Reformatory, who says that of 8,000 consecutive admissions examined by him while senior physician at Elmira, he classified 2,993, or 37.4 per cent., as mentally defective, or in other words as mentally not normal human beings.

A summary of conditions prevailing in 1912 still is valid, and is reprinted from the report of the Prison Association of New York of that year.

1. There are probably 30,000 feeble-minded in New York State.
2. In the great State of New York there is no special custodial institution to which the criminal feeble-minded can be committed and transferred.
3. Present laws permit of the transfer of insane criminals from penal institutions of the State to hospitals for the criminal insane but not of the transfer of the criminal feeble-minded to custodial asylums of that class.
4. The two State hospitals for the criminal insane are full (Matteawan and Dannemora).
5. There are in any one year undoubtedly over 1,000 feeble-minded prisoners in correctional institutions in New York State.
6. The assistant superintendent of Elmira Reformatory, Dr. Christian, has stated recently that his records — extending over several years — show that at least 39 per cent. of the inmates are mentally defective, and 70 per cent. below a normal standard.
7. The 39 per cent. of mentally defective inmates of the reformatory are ultimately released or discharged from that institution, although, as Dr. Christian writes, the imbeciles have no place in a reformatory of that nature in the first place, and are a hindrance to its work for the brighter boys.

8. Of 17 such imbeciles paroled to the Prison Association in 1904, 12 had previously been arrested and 10 had previously been imprisoned. At least 5 of the 17 have been in prison since their release from the reformatory in 1904. One of the men reported as imbecile had been 6 times arrested and 3 times imprisoned before his commitment to Elmira, and is now a fugitive from justice. *Of the 60 men recorded as defective mentally in a group of 450 men paroled in 1904, 42 had been arrested prior to their commitment to Elmira, and 23, or over 50 per cent., have been arrested since their parole.* Incidentally it should be stated that of the 77 men reported as mentally defective or imbecile, 26 were found to be infected with venereal disease.

9. What is true of Elmira is probably true of other institutions.

10. Dr. Henry E. Goddard of Vineland, who has a national reputation as a student of feeble-mindedness, estimates that 25 per cent. of delinquents are mentally defective. "All mental defectives would be delinquent," he states, "in the very nature of the case, did not some one exercise some care over them. There is only one possible answer to the question, 'What is to be done with the feeble-minded person who is delinquent?' He must be cared for, but he must be cared for in a place where we care for irresponsibles. The jail or prison or reformatory is not for him, neither must he be turned loose on the streets or sent back to the home and environment in which he has already become a delinquent."

11. The current report of the State Board of Charities says: *The State reformatory institutions, both for men and for women, have long had their discipline and progress injuriously affected by the presence of feeble-minded inmates committed for various forms of delinquency ranging from misdemeanors of a mild type to felonies of a serious character.* Owing to the constantly overcrowded condition of the State institutions for the dependent feeble-minded, it has not been possible, except in isolated cases, to secure the transfer to such institutions of the mentally defective reformatory inmates, even in cases where such transfer seemed to be most desirable.

12. Amos W. Butler, formerly president of the National Conference of Charities and Correction, has said:

"Feeble-mindedness produces more pauperism, degeneracy and crime than any other one force. It touches every form of charitable activity. It is felt in every part of our land. It affects in some way all our people. Its cost is beyond our com-

prehension. It is the unappreciated burden of the unfortunate. It is a burden we are compelled to bear; therefore let us bear it intelligently to the end that the chain of evil may be lessened, the weak cared for, and the future made brighter with hope because of our efforts."

13. Of the 300 inmates in Bedford (N. Y.) State Reformatory for Women, a special study found 44 feeble-minded, 39 in need of permanent custodial care. Of these, 18 were the mothers of 22 illegitimate children, 3 the mothers of 3 legitimate children. All of them are illiterate, 24 are able to read and write a little, 3 are able to read but are unable to write, 8 had never been in school until they were sent to Bedford where exceedingly good instruction is furnished.

A most comprehensive and illuminating report has been this year published by the New York State Commission to Investigate Provision for the Mentally Deficient, appointed by the Legislature in 1914. This Commission, under the chairmanship of Honorable Robert W. Heberd, secretary of the State Board of Charities, held many hearings, and visited a number of institutions. We publish in full the conclusions of the Commission, not only because feeble-mindedness is interwoven in our community life, and therefore a dangerous positive or potential cause of crime, but because in estimating the need of a custodial asylum for the defective delinquent, the conditions relating to feeble-mindedness in general should be known and appreciated.

#### GENERAL CONCLUSIONS OF THE COMMISSION.

First. *Generally with Regard to the Care, Custody, Treatment and Training of the Mentally Deficient.*—Because of the great importance of this subject to the whole State, the care, custody, treatment and training of the mentally deficient, including epileptics, should be definitely regarded as State problems, although, as in the cases of other classes, certain parts of such problems may, by law, be assigned to the localities of the State, under improved State supervision. The Commission realizes that the program it presents is an elaborate one, but it is, nevertheless, one that can be carried out step by step as the means of the State will permit, and in the opinion of the Commission the sooner it is carried out the more economical it will be for the State.

Second. *Existing State Institutions Inadequate.*—The existing State institutions for the mentally defective make provision for the care of not more than 3,000 of this class, while the representatives of the Commission have definitely learned of 21,000 persons now outside of the protecting care of State institutions, who are known to be mentally defective. The majority of these need or are likely to need custodial care. Of this number it is estimated that nearly 3,000 are women and girls between the ages of 16 and 45.

The number of high-grade feeble-minded, as well as the moral imbeciles in the State, cannot be ascertained, even approximately, by any machinery that has yet been devised. The mental status of the great majority of this class may not even be brought into question until some acute situation in their history arises to make the subject one of practical application and importance. That those included in these classes number many thousands, no one familiar with the situation can, however, for a moment doubt.

The mentally defective man or woman at liberty constitutes a serious menace to the State. In many cases the mental defect is hereditary and is liable to be transmitted, with almost unerring accuracy, to succeeding generations. This danger is in turn aggravated by the well known propagating tendency of the feeble-minded, and because, owing to their lack of mental balance, they are in most cases potential delinquents or criminals, peculiarly susceptible to the suggestions of evil-minded associates.

There is, therefore, urgent need for a large extension of the present facilities of the State institutions for the care and custody of the dependent mentally defective. These institutions are at present filled to their utmost capacity and there are long waiting lists of applicants for admission who can only be received as vacancies occur or the facilities of the institutions are all too slowly extended. These lists would be much longer if any likelihood existed that admission would follow within a reasonable time upon the heels of application.

This Commission considers it not only most important to increase the capacity of the institutions for the mentally deficient, but also regards it as highly desirable to make these institutions for the care of the dependent feeble-minded sufficiently inviting to cause the relatives and the friends of feeble-minded children to wish to place their children in the

institutions of this class. The earlier they are so placed, the better for the State. For this reason largely, the Commission believes it will be wise to have separate institutions for the higher grade mentally deficient children, whose relatives and friends might reasonably object to having the children placed with idiots and imbeciles of low grade. In part, for the same reason, and further because of the susceptibility of the mentally defective to evil suggestion, the Commission believes there should be separate institutions for the mentally defective delinquents.

As Craig Colony for Epileptics at Sonyea has practically reached the reasonable limit of its capacity, and because the epileptics should be kept apart by themselves, the Commission also favors the establishment of a separate institution for epileptics in the southeastern part of the State.

Third. *Institution for Mentally Defective Delinquents.*—Inasmuch as the State reformatories for men and women have large numbers of mentally defective inmates, conservatively estimated at not less than 25 per cent. of their entire inmate population, who because of their mental defect are not susceptible to reformation, and are out of place in the routine of institutions intended for that purpose, the Commission is of the opinion that separate institutions of a custodial nature should be established, one for the care of each sex, for the safe-keeping of the mentally defective delinquent class. This arrangement should serve the double purpose of relieving the pressure upon the reformatories for the care of a class for which they are not equipped, and of modifying their expense for additional construction.

Fourth. *Clearing House for the Mentally Defective.*—The Commission finds that, outside of the city of New York, there are no suitable facilities for the examination before commitment of those supposed to be mentally deficient. Under this lack of system, children who are not feeble-minded but are simply mentally retarded are being committed to institutions for the feeble-minded, while those who are actually feeble-minded and who should therefore be sent to custodial institutions are being constantly committed to reformatory and other institutions not at all suited to their care. The Commission therefore believes that the State should take the initial steps to establish a system for clearing houses for the examination of

all cases of suspected mental deficiency coming under public notice by reason of dependency or delinquency.

Fifth. *The Need for Better Training and Supervision of the High-Grade Mentally Defective in the Public School System.*—The Commission finds that many of the high-grade mentally defective must be trained in the public schools and must then be given what has been called "the test of liberty," under the best conditions possible. There are too many thousands of this class for them to be treated in any other way. Then, having been given this opportunity, the State can be expected to intervene only when they become dependent or delinquent, as very many of them in fact do. How many of them are likely to become so no one can tell even approximately. In the opinion of the Commission, the facilities for the vocational training of the mentally defective pupils of the public schools, as well as for the training of other pupils specially requiring such training, should be greatly improved and extended and there should be a better system of supervision than at present exists, over the mentally deficient pupils.

## THE STATE INDUSTRIAL FARM COLONY.

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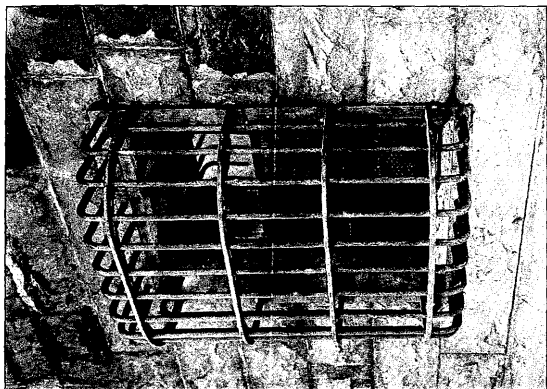
“IT is a disgrace to the State that tramps and vagrants continue to be housed in idleness, and often in debauchery, in county jails.” So read the report of the Prison Association of 1914.

Now, a year later, the condition is absolutely unchanged. Worse, in fact, because the winter of 1914-1915 was one of exceptional industrial depression, and every economic crisis of that sort produces thousands of additional homeless men, forced into destitution from varying causes, but all potential criminals.

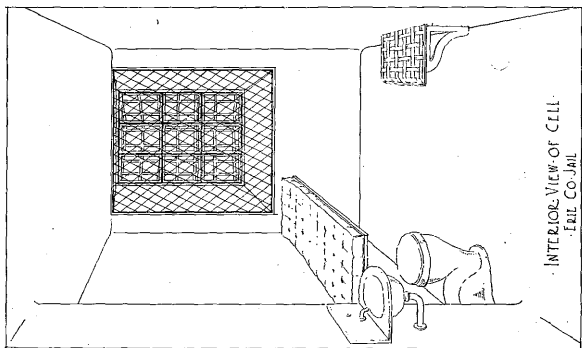
In January, 1913, the State took title to 821 acres of fertile farm land, situated in the town of Beekman, Dutchess county, for the purpose of erecting and maintaining thereon a State Industrial Farm Colony for tramps and vagrants. This was the most important single step yet taken by the State or a political division of the State in combatting the problems of intentional vagrancy.

Since then, no progress has been made toward the construction of buildings. A small appropriation of \$40,000, remaining after the purchase of the property, for construction only and not available for maintenance or salaries, was not used by the Board of Managers, who believed that if the colony were to be started, involving an ultimate expenditure of many hundreds of thousands of dollars, the initial amount available was too small, and might, in the light of the then intense opposition to the continuation of the colony, be public money wasted. This decision of the managers has been criticised, in the light of subsequent successful efforts to maintain a small number of prisoners experimentally upon farming land owned by the State or by the City of New York.

Several causes have contributed to delay further progress. The legislative arguments of “economy” have been so strong as to reduce or actually prohibit appropriations to many already established charitable and correctional institutions. The State has argued that such institutions should be properly supported before new institutions are launched.



Steel-Barred Window Guard for Windows of Eric County Jail.



Tramps and vagrants, moreover, have seemed a less dangerous problem to those unacquainted with the facts, than is the case. "Anything is good enough for the tramp" has been an argument responsible for the continuance of the abominable conditions in county jails, lockups, and tramp-rooms in this State. The facility with which local courts can order the arraigned tramp out of town makes the tramp problem one of most ephemeral nature, so far as thousands of offenders are concerned, who nevertheless simply move on to inflict themselves upon the next community.

Serious crimes seem only infrequently to be committed by tramps, who therefore, according to superficial reasoning, are not especially dangerous members of the community. But it is overlooked or not understood that the tramp is the potentially serious criminal, that many desperate criminals are at times tramps, and that vagrancy is peculiarly a characteristic of young men, who are thus enrolled in a highly effective school of crime.

It is, moreover, thought by those giving the subject little contemplation, that mere wandering over the land or mere begging at the back door or on the street is "no crime," and that at the most a few days in the local jail is "punishment enough." Yet the wanderings are unaccompanied by honest work, in the case of the intentional vagrant, who is thus a constant parasite on society, living without earning his bread by the sweat of his brow, and acquiring not only contempt for a society that allows him to thus prey upon it, but also habits of crime, degeneracy and debauchery, which, when focussed with others in the enforced commingling and idleness of the county jail or the lockup or the tramp room, is a center of moral infection hard to equal anywhere in the entire country, except in similar jails.

Then again, the argument is frequently heard that the tramp should be "given another chance." As though running him out of town or forcing him into jail were such a chance! As a nation, we have for nearly fifty years declared our belief in the square deal for young criminals, who commit serious crimes, by maintaining State reformatories at great expense.

We have since early in the nineteenth century maintained juvenile reform schools, because the youth of the land are its strongest assets. But not yet have we established an approach to a square deal for the young wanderer in this State who has

taken to the road and become a social parasite, needing correction before he becomes permanently a criminal or a pauper. Not yet have we risen to our disagreeable duty to take from their parasitic trade upon society the older tramp and beggar, who require relatively permanent custodial care. Old and young, the rounder and the novice, we throw heartlessly into the commingling and idleness of the jail, with the belief, forsooth, that we are thereby sympathetic. Which, for wretched irony, can hardly be surpassed as a method of treatment!

Moreover, it is pleaded that the establishment of a State industrial farm colony would be expensive, whereas at present the county jails and penitentiaries "care" for the tramp! Apart from the obvious fact that present treatment is only a shifting of the expense, and that the costs, wherever incurred, have to be paid, it is clear that ultimately a considerable reduction in the expense of maintaining tramps and vagrants in correctional institutions would result were a State industrial farm colony established. In addition to providing a center for such treatment, to which tramps could be committed from all over the State, such committed offenders will be obliged to work hard for their living in the colony, thus reducing materially the cost of maintenance. Work habits will be inculcated; the rudiments of trades will be taught. And, what is also highly important, the deterrent effect of an institution to which tramps and vagrants may be committed for eighteen months or two years will be very considerable. There will be far fewer tramps in the State when it is known how long the period of detention is likely to be.

Is such treatment unjust? Not at all! The most progressive States of Europe, like Germany, Holland, Belgium, Switzerland, all such have labor colonies for tramps and vagrants, which are the most effective governmental measures for the reduction of vagrancy and begging. Moreover, the colonies are from one-half to two-thirds self-supporting, and frequently would be entirely so, were it not for the large number of unemployable and aged men who are inmates.

Every judge in the State, every charitable worker who deals with the delinquent, and thousands of parents whose sons have listened to the call of the road, know how essential such a tramp colony is. Pitiful beyond description are the wrecks of men who might have been saved to honest lives had such





The Only Exercise Space in a Certain County Jail. Is a County Farm Prison Better?



Indiana State Penal Farm. Prisoners Going to Work on Farm.

a colony existed in time. Victims of the backdoor "handout," the nickel on the street, the free ride on the freight train, the "flop" of the five or ten cent lodging house, the daily mental debauchery of the county jail, these vagrants and tramps, many still hardly beyond the age of twenty-one, cry out unconsciously to this State to establish for them and their kind a disciplinary haven of rescue.

The site at Beekman, Dutchess county, is admirably fitted for a farm industrial colony. It was chosen only after scores of possible sites had been carefully examined. The best specialists in agriculture and farm management in the State were consulted in the choice, and a member of the Board of Managers, George F. Warren, Professor of Farm Management of Cornell University, recommended the purchase of the site as agriculturally suitable and reasonable in price. Favorable reports upon the site have been secured more recently also, in connection with the present agitation for the use of the site as a suitable location for the farm industrial prison to replace *Sing Sing prison*.

Such a farm industrial colony for tramps and vagrants will afford a wide variety of skilled and unskilled occupations, will regenerate the health of the inmates, develop a gradual responsibility through the honor system, teach them not only farming and other outdoor occupations, and finally render them fit to return to society with a work-equipment that will materially help them, if they are so inclined, to find honest work and self-support.

Should the State adopt the Beekman site, above referred to, as the location for the new State industrial farm prison, which is the most pressing need among State correctional institutions, the Wingdale site should be utilized for the industrial farm colony for tramps and vagrants.

## A STATE REFORMATORY FOR MISDEMEANANTS.

(Here is a letter that *might* be received by a Senator at Albany)

Senator.....

The Capitol, Albany.

Dear Senator .....

The most *terrible* thing has happened to Arthur, my eighteen-year-old boy, whom you remember, I am sure, from the time when we were neighbors in ....., and Mr. Smith and you were so intimate. I write to you now, with my heart overflowing with sorrow and with bitterness, too. What in the world I can do I do not know! Please help me if you can. If Mr. Smith were still alive I know he would go at once to you.

Arthur is in jail, in ..... County. My Heavens! Just because he went with some bad boys, and was disorderly, and would ride on freight trains! I have talked and talked with him so much. And several times I have even paid from my scanty income amounts of money, not small to me, to compensate for damage that he has done when with his "gang," as he calls them. And now the judge has sent him to jail!

Oh, Senator ....., what an awful place that jail is! Of course I went right over to the county seat and they let me talk to Arthur in the jail. Such awful men, drunkards and thieves, and such terrible language as I heard! And Arthur to be among them for three long months. Senator ....., it will ruin Arthur, and will kill me. My God, why did I bring a boy into the world if he is to act so? And why, why, must the State put a young boy into such a hell on earth? Isn't there some place, some farm colony or reformatory that he could be sent to? They told me over there that he could not go to Elmira, because he hadn't been bad enough! I felt like *shrieking*, when the Sheriff, who seems to be a kind enough man, explained to me that Elmira was only for felons (that means bad criminals), and that there was to be a new kind of reformatory for boys just like Arthur, but that the State hadn't given any money.

Dear Senator ....., isn't it a matter for the Legislature to give money to have a proper place for boys like Arthur? When I went home, I went to Mr. Wicks, our old lawyer friend, and he looked it all up for me. I want to tell you what he said, *for I know* you will act at once when you hear what Mr. Wicks told me. Arthur's face, and those terrible things I saw at the jail, haunt me all the time. I go to sleep crying, and I wake myself up crying. Arthur is all I have. Oh, Senator ....., help Arthur and me. I'm just a poor widow, and my voice can't carry like that of the men at Albany, but I am a mother with only one boy, and that boy is all I have in the world to live for. Bad as he may have been, I would die to-day with joy, and eagerly, if I could know that Arthur is saved.

Mr. Wicks said that in 1912 the Legislature voted to establish what was called a State Reformatory for Misdemeanants. He says you can look the law up, for it's Chapter 502 of the Laws of 1912. Mr. Wicks said that there is splendid chance for boys under sixteen in reform schools, and for those felons I spoke of at Elmira. And Mr. Osborne at Sing Sing is doing so much for those young men that get sent to that awful place. But there isn't any place for Arthur.

Mr. Wicks said that a boy of Arthur's age is just beginning to prepare for his future life, and that by twenty-one he is pretty well formed. He says that there was what I believe is called an appropriation to buy a site for the new reformatory, but somehow, although several years have gone by, no site has been found. Why not? Please find out, Senator ....., Can't a site be found, and a reformatory put on it, at least so that Arthur can get out of jail? Oh, I know that's absurd, what I write, but forgive me. I can hardly see the page, because my eyes are aching with the tears. But, for the boys that come after Arthur, can't the State do something?

Mr. Wicks told me, also, that this reformatory was to be a farm, where boys would have to work hard, and would learn some trade. That is what Arthur so much needs. I never could make him stick to anything. He would disobey me, after Mr. Smith died. And how splendid it would be for Arthur to be out in the fields, and have his honor developed! That's what Mr. Wicks said would be the method at the reformatory. He explained that the boys would not all be put in such a frightful steel prison like the jail at ..... but in separate buildings in groups of a hundred or so, and could graduate from one building to another. That is what Arthur needs. He is very bright, and if he had rewards enough, he would, I am sure, do awfully well.

That's all I remember of what Mr. Wicks said, except that he said you could initiate legislation (I think that's the phrase) for an appropriation. He said that really just enough for the purchase of a site, and some money to take twenty-five or thirty boys out there, would be enough to start. He spoke about Miss Katharine Davis doing that for some New York City boys. She sent them to a farm the city owned in Orange county. Did you know about that? They have done splendidly. If I had lived in New York, perhaps Arthur might have had that chance.

Oh, Senator . . . . ., we women suffer in a way that you can't understand. We read about the millions that the State gives for canals, and for good roads, and all that, and we know it's good and all right. But, for the love of our Heavenly Father, to whom I pray unceasingly, can't the State think of the boys like Arthur, who are to me a million times as important as canal boats and automobiles? Can't the State this year do something to save our boys? We mothers (I know there are many just like me) will bless the State forevermore that will do that.

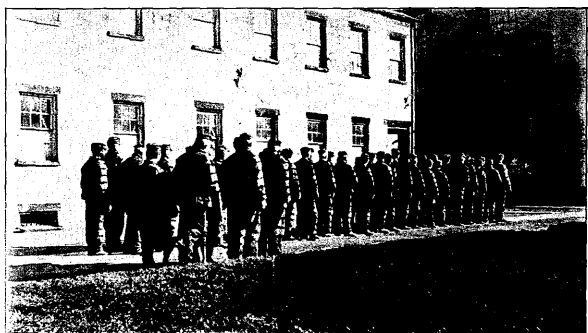
Hear my weak voice, dear Senator . . . . .; forgive me my hysterical letter. When a mother sees her own son going to ruin, you cannot expect her to write like other people.

Please write me what you can do.

Sincerely,  
JANE SMITH.



Ontario County Jail. Prisoners Breaking Stone.



Exercise Period. Albany County Penitentiary.

## THE NEW ERIE COUNTY JAIL IN BUFFALO.

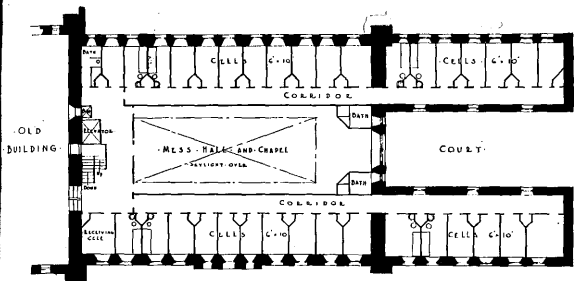
WHAT was possibly the worst county jail in the State, is now being transformed into a jail embodying most, if not all, of the modern requirements for detention prisons. For the purpose of economy the present jail building is being utilized, but the interior is under reconstruction. It would be more satisfactory, could an entirely new jail be built; but that is out of the question. In the reconstruction, the outside-cell system has been adopted throughout. The Prison Association has urged this type of building for Erie county. There is to be no remnant of the old cellblock plan retained. All the cells are to be practically separate rooms, each one with its own window directly to the outside air. The floor plan of a typical floor, reproduced herewith, shows twenty-one outside cells in the jail building proper. The two extensions that are being built provide for six and seven cells respectively. This makes a total of 34 cells per floor, or 204 cells on the 6 stories. The cells vary in size from 6 feet by 10 feet, to 7 feet by 10 feet.

The central part of the main building is to be used as mess-hall and chapel. It is to be lighted in part by a sky-light, and in part by a window running the full height of the building, and opening to the court which divides the two extensions. Bathing facilities are provided on each floor. An elevator for the use of officers is to be installed, so as to facilitate supervision by the warden. There will be an exercise space on the roof, which will extend from the main building to the two new wings, so that classification of prisoners during exercise will be possible. The cell partitions are to be of concrete, with a center reinforcement of steel. The floors are to be concrete throughout.

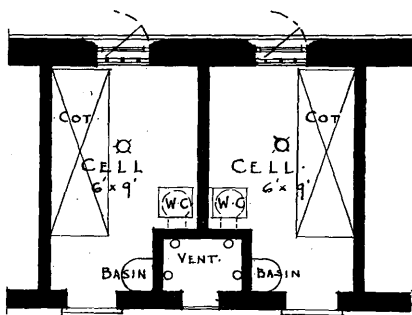
As in the Westchester county penitentiary, the plumbing lines are placed in a duct or shaft, which serves two floors each. This is to replace the utility corridor used for that purpose in the interior cellblock construction. It is useless to explain further in detail the construction of the building, as the plans reproduced on another page are perfectly clear. It is somewhat unfair to the outside-cell system, that its

first application in a detention prison in this State must be affected by the utilization of a still existing building. For example, the width of the space dividing the two rows of outside cells is entirely too great and is for that reason utilized as messhall and chapel. There should be no such space, if the building could be erected on plans originally prepared, and messhall and chapel facilities could be provided elsewhere.

The windows are secured by tool-proof bars on the outside, and a light mesh on the inside. In all other respects, the construction so far as possible will follow the general plans described more in detail in reference to the Westchester county penitentiary.



TYPICAL FLOOR PLAN OF CELL BLOCK  
 - ERIE COUNTY JAIL  
 - ALFRED HOPKINS - ARCHITECT



- CORRIDOR -

- DETAIL OF CELL -



## THE WESTCHESTER COUNTY JAIL AND PENITENTIARY.

PARTLY because of the overcrowded condition of the Westchester County Jail, and partly because of the large sums of money paid out annually by Westchester county for prisoners committed from that county to the New York County Penitentiary, the building of an institution in and for the county of Westchester has become desirable. The need for such an institution was further increased by the impossibility of employing prisoners in the county jail in White Plains, where 40 to 50 short-term men spent their days in idleness. Representations to the above effect have been made for several years by the Prison Association.

It is a proof of the intelligence of the Westchester county authorities who were responsible for the solution of the situation, that they conceived of the county's problem of caring for its prisoners, its paupers and its tubercular as a unit problem, from the standpoint of efficiency and economy. A farm of over 400 acres has been purchased at Eastview, not far from White Plains, and the three groups of inmates are to be placed on different parts of the farm, satisfactorily segregated by topographical features. Approximately 70 acres of the farm have been assigned to the penitentiary, with the understanding, however, that the prisoners are not only to cultivate the land directly assigned to them, but to do such other necessary heavy labor as may be required by the complete county unit, including the hospital for the tubercular, and the poor-house.

In building the county penitentiary the following are the main considerations:

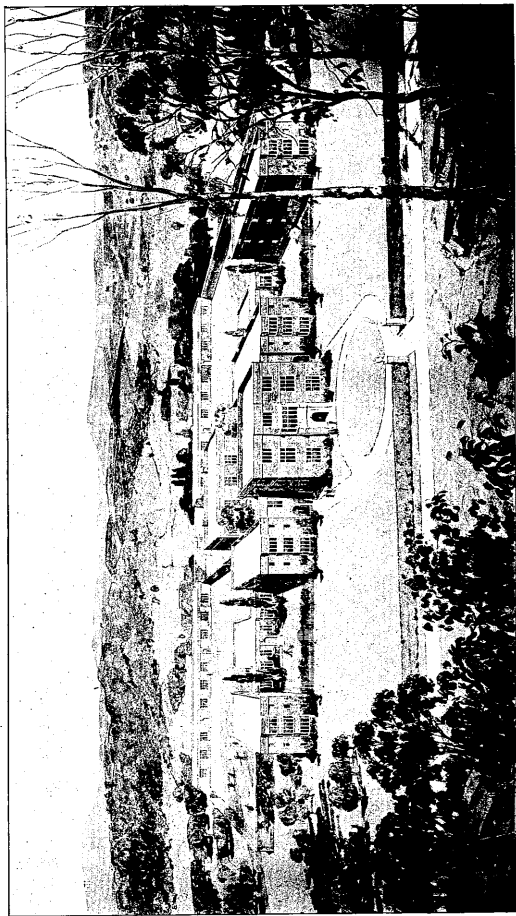
1. The institution is to be a combined agricultural and industrial prison.
2. Being part of a general unit designed for treatment of the wards of the community, the attitude towards the prisoners is not to be one of penal severity. The architect therefore must minimize the prison features of the appearance of the buildings, and must provide healthful and sanitary living accommodations, compatible with the purpose of the institution as penal and correctional.

3. Economy must be practised in the construction and organization of the institution. A detailed description of the general plan and intended administration of the penitentiary brings out these features.

The Westchester County Penitentiary will consist of four cellhouses, running parallel and separated by considerable yard space. They are connected by a corridor at one end. The two central cellhouses are joined to the administration building at the opposite end (see birdseye view and ground plan, herewith). The corridor connecting the cellhouses also connects on the other side with the school, dining-room, reception room and bath-house. A considerable area in the rear of this group of buildings, to be surrounded by wall and shop buildings, will serve as recreation grounds. The shop buildings will in part take the place of the wall. Two large athletic fields are thus provided within the wall, making possible the segregation of at least two main groups during outdoor recreation. This plan will make it possible to keep within the walls of the institution and employed at industries in the shop buildings those who cannot be fully trusted, while at the same time the athletic fields will serve to supply them the necessary amount of fresh air and recreation. Those who can be trusted, and who for other reasons should be employed on the farm or elsewhere outside the buildings, will, even while at work, be in the immediate vicinity of the institution.

The four cellhouses provide for a maximum population of 350, each cellhouse to contain 81 cells on three floors, or 27 cells per floor. The capacity of the dining-room is 400; of the auditorium 350. The layout is designed to provide the following routine: On arriving at the institution, prisoners are to enter the bath house, there to be examined, measured, barbered and washed. From there they proceed to Cellhouse No. 3 for observation and examination by the prison authorities. This cellhouse immediately adjoins the administration building, giving easy access to the officials. From this cellhouse, inmates are to be distributed to the other cellhouses. The provision of four separate cellhouses, with three separate floors in each, makes possible a classification into twelve different groups, based on the general character, previous record and correctional possibilities.

The administration building is sufficiently close to the rest of the institution to keep in constant touch with it, yet sufficiently removed to make possible undisturbed work.



Westchester County Penitentiary, now under Construction.

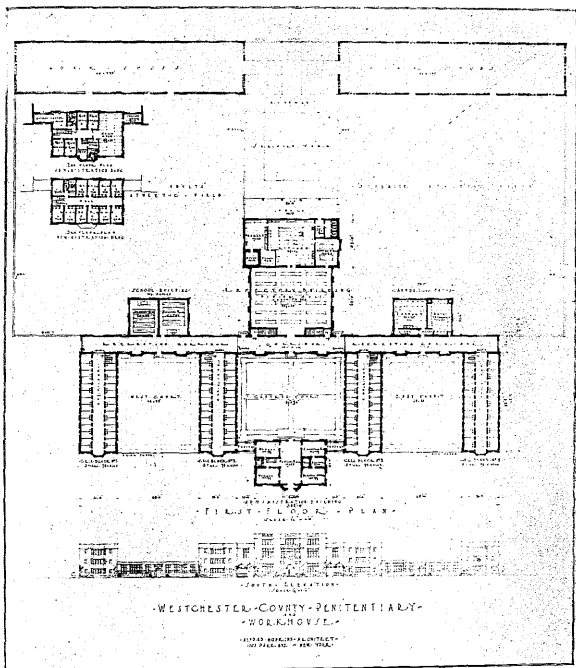
The 14-foot corridor (347 feet long) connecting the four cellhouses with each other, and with the school, bath house, dining-room and auditorium, provides a secure and comfortable passageway. It can also be used for assemblies and recreation for large groups of prisoners at a time. It is somewhat unfortunate that one central bath house is to serve for all prisoners, both because this may break down the classification, and because it may perpetuate the traditional "once-a-week bath" system. The administration building is to contain, on the first floor, the warden's office and general business offices, and a guard's large corridor for officers off duty, to be used also as visiting room for prisoners' relatives. On the second floor of the administration building, there will be a hospital and three rooms and bath for officers. On the third floor there will be eleven guards' rooms and toilet accommodations. The school building is to contain four rooms. No definite plans have as yet been made for the exact nature of the shop buildings, as it has not yet been determined what industries are to be undertaken at the institution.

The most important aspect of the architectural design, aside from the separate cellhouses and other possibilities for segregation, is the general introduction of the outside-cell plan. Each cell is to have a separate window to the outside air. All prisoners will have direct access to outside air and light. Moreover, the utility corridor used in connection with the inside cellblock construction plan is replaced in the present plan by a vertical shaft of 2 by 3 feet, running between every two cells. This shaft or duct is to contain all the plumbing pipes, connecting with the wash basin near the door of the cell, and the toilet. Wash basins are designed with a jet, which can be used for drinking purposes as well as for filling the basin, thus obviating the use of the cup. The toilets are suspended from the walls, and are so placed so as to be screened from the doorways. The toilets, made of vitreous material, are supplied with the Boston vent. This consists principally of an opening at the back just above the bowl, connecting up with a three-inch galvanized iron pipe, which in turn is connected with a fan. In this way artificial ventilation will be supplied at the same time that any odor is drawn off. The windows are pivoted top and bottom so as to make cleaning possible. The walls are to be constructed of tile filled with concrete, and reinforced and lined on the

outside with brick. All walls are to be painted in oil colors. The corridor, mess hall and kitchen floors are to be in red tile. The roofs are to be slag.

The design of the institution as a whole shows a marked endeavor to avoid the usual appearance of prison buildings. In furtherance of this object, the bars also are to be made inconspicuous by placing them inside instead of outside the windows. These bars could then be painted white, both for the sake of adding light, and helping the general appearance. Windows, other than cell windows, are to have mesh grills, also placed inside. This institution will be the first prison in the East to have the outside cell, and is being looked forward to with great interest as an experiment in that direction. Considering, however, experiments with the outside cells in Canada and the continent, its success is not at all to be doubted. The cost of this institution, although embodying all the essential features of modern penology and sanitation, is calculated at slightly over \$1,000 per inmate, a cost well within the reasonable limits for such an institution.

The architect is Alfred Hopkins, 101 Park Avenue. The Penitentiary is being built under the supervision of a Commission, consisting of Robert S. Brewster, Chairman, Geo. E. Mertz, and Arthur W. Lawrence, Secretary (appointed in accordance with a special legislative act), who are to be warmly commended for undertaking to build a thoroughly modern correctional institution, and for departing root and branch from the traditional cellblock architecture.



Ground Plan, Westchester County Penitentiary. (Under Construction.)

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DEPARTMENT OF CORRECTION,  
CITY OF NEW YORK.

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**D**URING the past year the Department of Correction made great strides toward the development of the general program adopted by Commissioner Katharine B. Davis at the beginning of her administration on January 1, 1914. That general program, with such modifications as the change of conditions naturally require, is being followed out, regardless of the change in the commissionership. The present Commissioner, Burdette G. Lewis, formerly Deputy Commissioner, succeeded Dr. Katharine B. Davis, January 1, 1916, upon her resignation to accept the chairmanship of the New Parole Commission of the City of New York. The general plan referred to included the following principal items:

1. The building and organization of the new City Reformatory for Misdemeanants at New Hampton Farms, to take the place of the present Reformatory on Hart's Island.
2. The development of Riker's Island into a Workhouse Farm, with a view to the ultimate removal thereto of all male inmates of the Workhouse on Blackwell's Island.
3. The erection of an Industrial Penitentiary on Hart's Island, with a view to the removal of the Penitentiary thereto from Blackwell's Island.
4. The establishment of a Women's Farm Colony, to take the place of the female department of the Workhouse on Blackwell's Island.
5. Improvement of the physical plants of the City and District Prisons.
6. The complete reorganization of the dietary for the whole Department.
7. Complete reorganization of the record system, statistics and business methods of the Department.
8. Reorganization of the Industrial Department, particularly of the Penitentiary.
9. Building of a new Women's Prison, to take the place of all detention prisons for women in the City of New York.

This original program was supplemented by later additions of which the most important were the following:

10. The reorganization of the medical service of the Department.

11. Establishment of a complete system for the treatment of drug addicts committed to institutions of the Department.

12. The obtaining of legislation for the introduction of the principle of the indeterminate sentence for the Department of Correction.

13. General improvements in the treatment of prisoners.

14. Improvement of the status, salaries and system of salary increases of employees of the department.

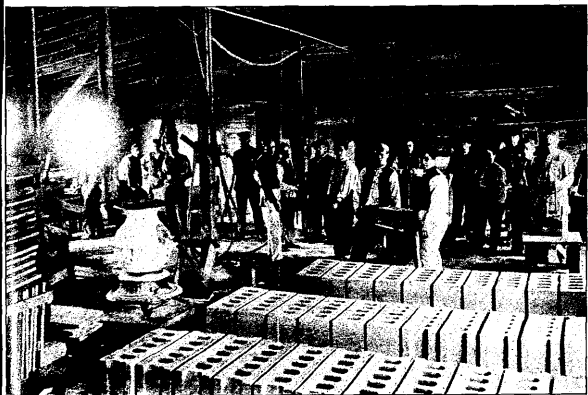
1. *The progress at New Hampton Farms* has consisted chiefly in extended farm operations, including the improvement of the land for more extended use in the future. The buildings for the care of the boys on the farm have been considerably improved and new additions built. At the end of the year there has been considerable improvement to be recorded in this respect, as also in respect to the general sanitary conditions. The number of boys housed on the farm has increased considerably, thus largely relieving the congestion on Hart's Island. Much work was performed in establishing temporary sewage systems, digging wells and building temporary quarters on the Rodman Farm for the purpose of housing inmates employed at construction of the permanent buildings. A more detailed statement is given in Part 2 of the Report, under the inspection of New Hampton Farms. The important fact is that plans for the permanent institution have been practically completed and adopted as a whole, and the plans for the first building have been executed in detail. Work upon the construction of this first permanent building is to begin in the spring of 1916. The temporary buildings are of sufficient extent to make possible the removal of practically the whole reformatory to New Hampton Farms next spring. The construction of a railroad spur will also by that time have been practically completed.

2. *Toward the development of the permanent Workhouse Farm* on Riker's Island, two great steps have been taken in the past year. One has been the progress in construction of the cell building for 40 inmates (constituting one-half of the





New Hampton Farms. Building Railroad Spur.



Cement Block Manufacturing Shed. Riker's Island, New York City.

planned structure), and intended to be used as a semi-disciplinary division, and in part as a division of solitary confinement for clear cases of discipline. The other step has been the building of several new dormitories and the extension of the steam-heating system. The island is now practically ready for the introduction of the necessary machinery to improve the land and possibly to introduce a refuse disposal plant. The present plans for this island call for a colony of farm dormitories. This is an inexpensive system, but should not be accepted as a permanent plan. All permanent institutions should have accommodations for separate rooms for at least a large number of the inmates.

As a general rule, able-bodied men and those committed for wife desertion, jostling, pocket picking, etc., have been transferred to Riker's Island, where work is more difficult and more plentiful than elsewhere in the Department.

3. *For the establishment of an industrial penitentiary* on Hart's Island to take the place of the Blackwell's Island Penitentiary, practically no concrete progress has been made. Plans for a general layout of such new construction have been prepared for the Prison Association by Buchman and Fox, architects, and been presented as a tentative suggestion to the Department of Correction.

4. *No steps at all* have as yet been taken, toward the establishment of the Women's Farm, except the general statement of the purpose of establishing such an institution.

5. *In the City and district prisons*, a number of changes have taken place, none of them however quite radical or complete. In some cases the progress has been very decided as compared with the previous year.

In the City Prison of Manhattan (Tombs) the hospital as planned has not yet been installed. The structural changes recommended for the first floor where the receiving desk is located have not been undertaken. However, a visiting department, accommodating over 50 prisoners at a time, on the double-screen principle, has been erected. This is such a tremendous administrative improvement that although the style of its construction seemed unnecessarily expensive, the style of its construction may well be overlooked. Minor improvements at this and other prisons are discussed in the inspections contained in Part 2 of this Report.

A somewhat similar, though less elaborate visiting system, has been introduced in the City Prison, Brooklyn, and the construction of a visiting room in the City Prison, Queens, is in progress. The introduction of this general method of visiting has the additional advantage of making possible a very much more satisfactory exclusion of habit-forming drugs.

Some much-needed improvements have also been made in the district prisons, principally in the 2nd and 4th districts. The plans for a much-needed prison for the 3rd District Magistrates' Court, to take the place of the present most inadequate temporary pens, are practically at a standstill. At the present rate, this badly needed institution will probably not be completed for a long time, and the Department of Correction must necessarily continue to be seriously handicapped.

6. *The reorganization of the dietary* for the Department, undertaken in 1914, has been still further improved in 1915 under the general supervision of the Department dietitian. The kitchen equipment in a number of institutions has been or is being improved to a satisfactory extent.

7. *The system of records, statistics and general business methods* was practically complete by the end of 1914, so that little improvement in this respect was necessary in 1915. Such improvement, however, was continued, particularly with the cooperation of the Commissioner of Accounts' office.

8. *The industrial department of the Penitentiary* has been described in previous reports as one of the worst organized of its kind. The accounting system was practically revised in 1914, and the introduction of the use of a capital fund of \$40,000 made further improvement possible. Nevertheless, no real advance of any account has taken place in the industries themselves. The request of the department for a high grade industrial superintendent for 1915 had been denied. The budget created for the year 1916 has, however, allowed such a general superintendent, so that considerable progress may be looked forward to in the coming year.

9. *No progress whatsoever* can be recorded in the matter of the building of the Women's Prison on 30th Street. Considering the tremendous congestion in the Department during the past year, as well as in 1914, the delay in starting work on this institution has been a very serious matter.



Commissary of Tombs in Operation. New York City Department of Correction.



Visiting Booths, City Prison, Manhattan. Prisoners Sit Behind Wire Mesh to Prevent Passage of Contraband Articles.

10. *Some steps* have been taken in the improvement and reorganization of the medical service. They have consisted principally in the enlargement of the medical and nursing staff. No thorough-going systematic organization has, however, taken place. The hopes for such a reorganization for 1916 are also very meagre, owing to the fact that the request by the Department for a general medical superintendent to have full charge of such work has been denied by the city authorities.

11. In its *crusade against traffic in habit-forming drugs* in its institutions, the Department has had great success. The use of such drugs has been increasing generally throughout the country, and particularly in its largest cities, to an alarming extent. Their use in the various prisons has been common knowledge, and it is known that there was collusion between prisoners and their friends on the one hand, and some officers of institutions on the other hand, in furthering the use and sale of such drugs in the institutions. Both from the standard of the personal welfare of the prisoners and from that of the administration, the concealed use of habit-forming drugs in the penal institutions is a serious menace, and its abolition one of the most difficult problems for executives. The Department of Correction carried on an extensive examination into the extent of the existence of this condition in its institutions and applied vigorous methods for its discontinuance. The services of detectives of the police department, of reliable prison officials, of specially committed inmates, of physicians, and of executive heads of institutions were utilized. As a result, some 34 persons were convicted of implication in the sale of drugs to prisoners. Of these, 9 were employees of the Department of Correction. This crusade, in addition to the discontinuance of the old methods of sending food and clothing to the prisons, and in addition to the reorganization of the visiting systems mentioned above, has resulted in practical freedom from drugs at most of the institutions.

12. The most important accomplishment of the year has been the obtaining of legislation for the *introduction of the principle of the indeterminate sentence in the Department of Correction*. The bill effecting this change was drawn by the City authorities and received general support. It does not provide an absolutely indeterminate sentence, but, nevertheless, marks one

of the greatest steps taken in the direction of scientific penology. With certain exceptions, numerically important but qualitatively less important, the Penitentiary on Blackwell's Island, the Workhouse, and the City Reformatory for Misdemeanants have been made institutions for inmates committed on indefinite terms, with a maximum of three years for the Penitentiary and Reformatory, and of two years for the Workhouse. The importance of the law justifies us in producing it in its entirety. In form, the law applies to all cities of the first class, but the qualifications introduced make it applicable to New York City alone. Following is the text of the law:

#### CHAPTER 579

AN ACT extending and developing the reformatory and correctional functions of workhouses, penitentiaries and reformatories under the jurisdiction of departments of correction in cities of the first class, providing for the sentence, commitment, parole, conditional discharge and reaprehension of persons committed to such institutions and for the establishment of a parole commission in such cities.

Became a law May 10, 1915, with the approval of the Governor. Passed, three-fifths being present.

Submitted to the cities of New York, Buffalo and Rochester and accepted by same.

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

Section 1. The board of estimate and apportionment or other corresponding board or body in any city of the first class wherein there is a department of correction having jurisdiction over a workhouse, a penitentiary and a reformatory, is hereby authorized and empowered to provide by resolution for the creation of a parole commission, to be constituted and appointed and to possess the powers and be subject to the duties as hereinafter specified.

2. In the event of such action by the board of estimate and apportionment or other corresponding board or body as aforesaid, then within sixty days thereafter the mayor of such city shall appoint three members of the said commission who, together with the commissioner of correction, ex officio, and the police commissioner, ex officio, of said city shall constitute the parole commission in and for said city. Of the three appointive members first named here-

under, one shall hold office for two years, one for four years and one for six years, as shall be designated by the mayor. Upon the expiration of each of said terms the mayor shall appoint a successor for the full term of ten years. Vacancies occurring from any other cause shall be filled by the mayor for the unexpired term only. Any of the appointive members of said commission shall be subject to removal by the mayor on account of official misconduct or neglect of official duty, or mental or physical inability to perform his official duties, but before such removal the member shall be entitled to due and timely notice in writing of the charges against him and to a copy thereof, and to a public hearing on like notice before the mayor. The board of estimate and apportionment or other corresponding board, boards or body having jurisdiction thereof, shall determine whether or not the appointive members of the commission shall receive any compensation for their services and the amount thereof. But neither the commissioner of correction nor the police commissioner as ex officio members of such commission shall receive any compensation as such. Each of the appointive members of the commission shall before entering upon the duties of his office take the oath of office prescribed by the constitution of the State.

3. The commissioner of correction of any of said cities shall be the president of the parole commission of such city. A majority of the members of the commission shall constitute a quorum for the transaction of business. It shall be the duty of said commission to meet at least once in each week, except during the months of July and August. If by reason of pressure of official business or otherwise, the commissioner of correction or the police commissioner shall deem his absence from a meeting of the parole commission necessary, he may designate a deputy commissioner to represent him, and such deputy commissioners shall possess all the powers and perform all the duties of said commissioners, respectively, as members of the said parole commission. The parole commission in and for the City of New York shall maintain a central office in the borough of Manhattan and a central office in the borough of Brooklyn. Any committing magistrate or judge of any court who shall make commitments under indeterminate sentences to a workhouse or a reformatory under the jurisdiction of a department of correction, as provided in this act, shall be entitled to sit with the parole commission of said city during the consideration of the eligibility for parole of any person by him committed to any such institution under an indeterminate sentence, with authority to vote on such matter. The parole commission shall give or cause to be

given due notice to each of such committing magistrates or judges, stating the time and place of the meeting of the commission and the names, offenses, dates of commitment and the recommendations of the parole officers and officers of the department of correction of all inmates committed by him to a workhouse or reformatory under indeterminate sentences whose eligibility for parole is to be considered at the next meeting of the commission. The parole commission shall, so far as practicable, regard the convenience of said magistrates and judges in arranging its meetings for the consideration of the eligibility of persons for parole and in places such cases upon its calendar for consideration.

4. After the creation of a parole commission in any of the said cities as hereinbefore provided, any person convicted of any offense punishable by imprisonment in a penitentiary, workhouse, city prison, county jail or other institution under the jurisdiction of the department of correction of said city, who shall not be committed in default of payment of a fine imposed, or for failure to furnish surety or sureties upon a conviction of disorderly conduct tending to a breach of the peace, or for abandonment, or who is not insane or mentally or physically incapable of being substantially benefited by the correctional and reformatory purposes of any such institutions shall, if committed to any institution under the jurisdiction of the department of correction in said city, be sentenced and committed to a penitentiary or a workhouse or a reformatory under the jurisdiction of the said department of correction. The duration of the commitment of any person to the penitentiary shall not be fixed or limited by the court in imposing sentence, except that the term of such imprisonment in the said institution shall not exceed three years, and such imprisonment shall be terminated as prescribed in section five of this act. The duration of the commitment of any person to a workhouse shall be for a definite period not to exceed six months, provided, however, that if it shall become known to the court through competent evidence at any stage of the proceeding prior to the imposition of sentence that any person convicted of vagrancy, disorderly conduct tending to a breach of the peace, public prostitution, soliciting on streets or public places for the purposes of prostitution, or frequenting disorderly houses, or a house of prostitution, or the violation of section one hundred and fifty of chapter ninety-nine of the laws of nineteen hundred and nine, as amended, has been convicted of any or each of these offenses two or more times during the twenty-four months just previous, or three or more times previous to that conviction, then the court

shall commit such offender to a workhouse, of the said department of correction in said city for an indeterminate period which shall not exceed two years. The term of such imprisonment of any person so convicted and sentenced to a workhouse shall be terminated by the parole commission as prescribed in this act. Commitment to reformatories for male misdemeanors under the jurisdiction of a department of correction in any of the said cities as aforesaid shall be made in conformity with laws providing for such institutions and commitments thereto. The term of imprisonment of persons so convicted and sentenced to reformatories shall be terminated by the parole commission as prescribed in this act.

5. The parole commission shall have power to parole, conditionally release, discharge, retake or reimprison without reference to the committing magistrate or judge, except as provided in section three of this act, any inmate of any workhouse or reformatory under the jurisdiction of the department of correction in said city, committed thereto under an indeterminate sentence; and to parole, conditionally release, discharge, retake or reimprison any inmate of any penitentiary under the jurisdiction of a department of correction in said cities, committed thereto under an indeterminate sentence, provided the judge who made such commitment to such penitentiary shall, upon recommendation of the parole commission created in pursuance of this act, approve in writing such parole, conditional release or discharge of such inmate. The said commission shall have power to make all necessary rules and regulations not inconsistent with the laws of the state, prescribing the conditions under which eligibility for parole may be determined and under which inmates may be paroled, conditionally released, discharged, retaken and reimprisoned. The said commission shall have full power to compel the attendance of witnesses; to administer oaths; to examine such persons as may be necessary or expedient; to investigate or cause to be investigated the record, health, ability and character previous to commitment and during imprisonment of each inmate committed under an indeterminate sentence to any penitentiary, workhouse or reformatory of the department of correction in said city. It shall also be the duty of the said commission to facilitate the establishment of a uniform system of records, reports, statistics and memoranda treating of persons charged with or convicted of crimes and offenses punishable by imprisonment in any of the correctional institutions of a department of correction of said city, and to make recommendations from time to time to the courts having criminal jurisdiction therein.

6. The appointment and qualification of the members of the parole commission in any of the cities as aforesaid shall abolish any existing board of parole, body or agent authorized to regulate the parole, discharge or reimprisonment of any person or persons committed under an indeterminate sentence to any institution under the jurisdiction of the department of correction of said city, and any board of parole, body or agent so abolished shall immediately deliver to such parole commission in said city, all papers, documents, records and other memoranda in its possession relating to inmates theretofore so committed, and jurisdiction over such inmates shall thereupon vest in such parole commission in accordance with the provisions of this act. All persons in the employ of any such board of parole body or agent as aforesaid, on the first day of January, nineteen hundred and fifteen, in a position appearing in the competitive class of the Civil Service classification of the municipal civil service commission of said city or of the state civil service commission and still so employed at the time of the abolishment of such board of parole, body or agent as provided in this act, shall be transferred to and employed at the same rate of compensation by the superseding parole commission, and such persons shall perform such duties as directed by said parole commission. Upon the creation in any of said cities of a parole commission in pursuance of this act, the parole officers, superintendent, overseers, wardens, deputy wardens, instructors, head keepers, keepers, foremen of stables and drivers of the department of corrections in said city shall be and become peace officers within the provisions of section one hundred and fifty-four of the code of criminal procedure.

7. For the purpose of reformatory and correctional treatment of persons committed to a department of correction in any of said cities, the commission of correction of such city shall have power to transfer inmates from any institution of the department to any other institution of the department; but nothing in this act shall be construed as empowering the said parole commission of any of said cities to control, manage or supervise, in any manner whatsoever any of the institutions under the jurisdiction of the department of correction therein. It shall be lawful for the several boards of supervisors in the several counties of this state to enter into agreements with the board of estimate and apportionment or other corresponding board or body of any of the said cities wherein there shall be established a parole commission as provided in this act, to receive and keep in a workhouse or penitentiary under the jurisdiction of the department of correction of such city any person who

may be sentenced to confinement therein by any court or magistrate in any of the said several counties of this state for any definite term not less than sixty days nor more than one year.

8. Nothing in this act contained shall be construed to prohibit any court of competent jurisdiction from placing on probation, or from suspending sentence upon, any person convicted in that court, as provided by statute.

9. Nothing in this act contained shall be deemed to affect or impair in any manner any provision of the penal laws or of the code of criminal procedure which relates to the sentence, commitment, parole, discharge or reimprisonment of any person committed to any institution other than those institutions specified in this act, the intent of this act being to empower magistrates and courts of or in cities of the first class, in the circumstances hereinbefore specified, to commit persons under indeterminate sentence to penitentiaries, reformatories and workhouses and to extend the reformatory and correctional functions of each and all of such institutions.

10. This act shall take effect immediately.

On December 28, 1915, Mayor Mitchel accepted the resignation of Commissioner Katharine B. Davis as Commissioner of Correction, and appointed her chairman of the Parole Commission provided by the above law. The other commissioners appointed were Alexander McKinney, a Brooklyn lawyer, and Bertram De W. Cruger, formerly executive secretary to the Mayor. Police Commissioner Arthur Woods and Commissioner of Correction Burdette G. Lewis are members *ex officio*.

13. *The introduction of modern methods* in the treatment of prisoners in general, is found, of course, in all the points discussed above. The standard for the proper treatment of prisoners after their reception in a penal institution includes: First, the proper physical care of the inmates; secondly, their proper classification and consequent distribution within the institution or set of institutions; thirdly, regular employment; fourthly, normal amount of recreation and general treatment designed to give training in self-control and development of self-respect and of a hopeful attitude towards the future.

In the matter of physical care, the dietary, the medical service, the physical conditions of the institutions, and the planning of new institutions to replace inferior and inadequate old institutions, have received a considerable amount of attention. Nevertheless, it has been possible, in this respect,

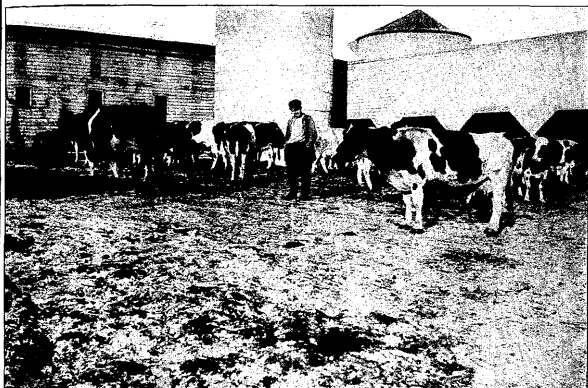


to scratch the surface only; for as long as the Workhouse, the Penitentiary and the Branch Workhouse on Hart's Island remain, and as long as congestion at the Tombs, City Prison, Queens, and at the district prisons continues, a real solution of this tremendous problem is out of the question. The most pressing needs in this respect are the abolition and replacement of the Workhouse and of the Penitentiary and the increase of facilities at the Tombs. The latter can be best effected by the speedy building of the Women's Prison on 30th Street, and by the construction of a new annex to the Tombs, to take the place of the present two annexes.

Improvements along the above lines would automatically lead to the possibility of the right classification within institutions, and the right distribution as to the different institutions. It should be made possible in the not too distant future to have a real reformatory for the reception of all male inmates, to whose cases reformatory treatment is most adaptable. The old and the young should be separated, also the well and the ill, the first-timers and the repeaters, the reliable and the incorrigibles.

The reorganization of industries has not progressed far enough in the last two years to much reduce the condition of idleness. More work than was before available has been furnished by the operations on Riker's Island and on New Hampton Farms. This has, however, been counter-balanced by the great increase in population of the institutions. There is reason for hoping that in the coming year operations on Riker's Island will be sufficiently increased to employ a very much greater number there; also that the recasting of the industries at the Penitentiary will supply opportunity for more employment. It is much to be regretted that inmate labor will not be employed to quite the extent anticipated in the construction of the permanent buildings at the New Hampton Farms.

In the general treatment of the prisoners, there has been a great increase of the privileges extended, especially those of visiting, and writing and receiving letters. The standards in the Reformatory have been made less vigorous, while the length of detention was actually increased so as to afford greater opportunity for the reformatory process. Changes have been particularly marked at the Penitentiary on Blackwell's Island. Subsequent to a comprehensive inspection of



Indiana State Penal Farm. The Herd.



New Hampton Farms. Construction Camp.

the Penitentiary by the Prison Association, an investigation of that institution was made by the State Prison Commission. That was followed by the grant of leave of absence to Warden Hayes. Under the regime of Warden Murtha, who succeeded Warden Hayes, the whole system of treatment was revised, much to the improvement of conditions. (For details see Part 2.)

The use of striped clothing has been abolished at the Penitentiary and very largely diminished at the Workhouse. It is expected that by the first part of 1916, there will be no more striped clothing worn anywhere in the Department of Correction. An inmate organization at the Penitentiary was begun, recreational facilities increased, and the discipline rationalized.

During the last year, also, a movement was inaugurated by the Prison Association for the organization and supply of libraries in the prisons of the city. Through the cooperation of the New York Public Library, the Queens Borough Public Library, and of the different executives at the various institutions, considerable progress has been made in this respect, and the core of real prison libraries has been established.

A faint beginning has also been made in the recognition of the very unsatisfactory conditions under which persons are transferred between prisons in the city. The auto vans have been an improvement in that they accommodate more prisoners and cover the distance faster; still the conditions of transfer are appalling. Twenty and more prisoners are cooped into a space hardly fit for more than six or eight, and the small compartment in each van reserved for the use of women is separated from the men's department by a partition only, so that interchange of vulgarities and profanities cannot be obviated. It is necessary in order to obtain reasonable accommodations to increase the number of vans sufficiently so as not to be forced to overcrowd the vans and so as to use entirely separate vans for the transfer of women.

14. *The Bureau of Standardization* of the Board of Estimate and Apportionment had completed its work in reference to the Department of Correction during the first year, and introduced the new scale of salaries and salary increases for employees of the Department, to go into effect beginning January 1, 1916. This system has, in general, raised the

level of salaries throughout the Department and established new positions with considerably higher salaries than had previously been given. This has been a much-needed improvement and makes for good spirit and greater efficiency among the employees. The number of keepers in the Department has also been increased to take care of the increase in population. The number of keepers is not yet as great as it should be, but the situation is improved.

There has been a definite movement for a considerable time to obtain legislation for the purpose of centralizing the care of all prisoners under the Department of Correction. This would mean the transfer of Bronx and Richmond County Jails to the jurisdiction of the Department of Correction in the same way that the Queens County Jail was transferred to that Department by special legislation in 1912. That institution is now known as the City Prison of Queens. Similarly, the House of Detention for Witnesses may be so transferred to the Department of Correction if requisite legislation is secured. A careful study to ascertain the advantages and conditions of such complete centralization of all institutions for the detention of prisoners has been made during the year by the Commissioner of Accounts for the Mayor of New York City. The plan has the consent of the Commissioner of Correction, and is in complete accord with the opinion of the Prison Association as to the general policy involved. It is expected that bills will be introduced in the Legislature of 1916 for effecting this complete centralization.

## TREASURER'S REPORT.

### CASH STATEMENT.

[AUDIT OF TOWNSEND AND DIX.]

#### SCHEDULE "A."

	1915.	1914.	Increase or decrease.
Balance, September 30th.....	\$8,735 51	\$10,525 81	\$1,790 30
<b>RECEIPTS.</b>			
Donations, general.....	\$18,801 50	\$18,081 42	\$720 08
Donations, special.....	10,095 39	16,218 65	6,123 26
Interest on investments.....	3,501 00	3,350 42	150 58
Interest on balances.....	144 50	126 71	17 79
From reformatories.....	1,200 00	1,200 00	.....
Refunds.....	.....	8 25	8 25
Account mortgages.....	125 00	125 00	.....
Funds held in trust.....	.....	4 00	4 00
Total.....	\$33,867 39	\$39,114 45	\$5,247 06
Receipts and balances.....	\$42,602 90	\$49,640 26	\$7,037 36
<b>EXPENDITURES.</b>			
Account special donations, etc.....	\$1,130 70	\$1,996 13	\$865 43
General secretary's bureau.....	15,718 70	15,599 73	118 97
Assistant secretary's bureau.....	4,463 93	4,285 75	178 18
House account.....	1,053 21	1,294 28	241 07
Parole bureau.....	1,305 05	1,473 40	170 37
Probation bureau.....	2,684 55	3,138 24	453 69
Reliefs bureau.....	5,198 57	3,932 22	1,266 35
Investments.....	2,500 00	9,185 00	6,685 00
Total.....	\$34,072 69	\$40,904 75	\$6,832 06
Balance, September 30th.....	8,530 21	8,735 51	205 30
Expenditures and balances.....	\$42,602 90	\$49,640 26	\$7,037 36

## BALANCE SHEET.

## SCHEDULE "B."

ASSETS.	1915.	1914.	Increases or decreases.
Cash on hand and in banks.....	\$8,530 21	\$8,735 51	\$205 30
Investments at cost.....	92,243 50	79,827 50	12,396 00
Real estate at cost.....	22,500 00	22,500 00	.....
Rent due from reformatories.....	100 00	100 00	.....
Accounts receivable.....	8 68	.....	8 68
Interest accrued.....	1,602 75	1,463 03	139 72
Prepaid expenses.....	101 36	171 89	70 53
<b>Total.....</b>	<b>\$125,066 50</b>	<b>\$112,797 93</b>	<b>\$12,268 57</b>
<b>LIABILITIES.</b>			
Account special donations.....	\$2,622 40	\$1,907 93	\$714 47
Accrued expense.....	1,051 36	1,323 91	272 55
Special fund.....	97,190 90	87,024 38	10,166 52
General fund.....	24,201 84	22,541 71	1,660 13
<b>Total.....</b>	<b>\$125,066 50</b>	<b>\$112,797 93</b>	<b>\$12,268 57</b>

[SUPPLEMENTARY AUDIT OF HENRY C. SCHENCK]

## SCHEDULE "A."

STATEMENT OF ASSETS AND LIABILITIES AT DATE OF SEPTEMBER  
30, 1915.

CASH:	ASSETS.	
<i>Mechanics and Metals National Bank:</i>		
	Special donations.....	\$2,608 85
	Due Bank of the Metropolis (General Secretary's Fund).....	101 95
		<u>\$2,710 80</u>
<i>New York Life Insurance and Trust Company:</i>		
	Reserve Fund.....	1,965 50
<i>United States Trust Company:</i>		
	George L. Hall Fund.....	\$1,000 00
	Endowment Fund.....	316 24
	Dudley Jardine Fund.....	102 07
	John Innes Kane Memorial Fund....	12 50
		<u>1,430 81</u>

*Union Trust Company:*

Assistant Secretaries' Fund.....	\$850 54	
Mary H. Brush Trust Fund.....	500 00	
Due Bank of the Metropolis (General Secretary's Fund).....	16 75	<u>\$1,367 29</u>
<i>Mechanics and Metals National Bank:</i>		
Treasurer's Fund.....	\$272 06	
Due Mechanics and Metals National Bank (special donations).....	13 50	
Samuel M. Jackson Library Income Fund.....	218 44	<u>504 00</u>

*Bank of the Metropolis:*

General Secretary's Fund.....	\$306 59	
Russell Sage Foundation.....	2 11	<u>308 70</u>

*Sundry Debtors (cash items):*

General Secretary's Fund.....	\$109 48	
Treasurer's Fund.....	39 50	<u>148 98</u>

*Petty Cash:*

General Secretary's Fund.....	102 81	
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Total cash..... \$8,538 89

*Investments (at cost):*

Endowment Fund.....	\$69,715 00	
Dudley Jardine Fund.....	10,021 00	
John Innes Kane Memorial Fund....	4,987 50	
Julia Billings Fund.....	2,500 00	
Samuel M. Jackson Library Fund....	2,500 00	
Mary H. Brush Trust Fund.....	2,500 00	<u>92,223 50</u>

*Real Estate (at cost):*

House and lot, 135 East 15th street.....	22,500 00	
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*Due from reformatories:*

New York State, Elmira.....	\$75 00	
Napanoch.....	25 00	<u>100 00</u>

<i>Interest accrued:</i>	
Investments.....	\$1,603 11
Less amount improperly included (see capital account).....	56 25
	<hr/>
Bank balances.....	\$1,546 86
	55 89
	<hr/>
	\$1,602 75
<i>Prepaid expense:</i>	
Insurance premiums.....	\$88 29
Railroad mileage books.....	13 07
	<hr/>
	101 36
Total assets.....	<hr/>
	\$125,066 50

## LIABILITIES.

Special donations.....	\$2,623 60
Expenses, due or accrued.....	1,050 16

*Capital:*

Endowment Fund.....	\$70,031 24
Dudley Jardine Fund.....	10,123 07
John Innes Kane Memorial Fund.....	5,000 00
Mary H. Brush Trust Fund.....	3,000 00
Julia Billings Fund.....	2,500 00
Samuel M. Jackson Library Fund.....	2,500 00
Reserve Fund.....	1,965 50
George L. Hall Fund.....	1,000 00
Assistant Secretaries' Fund.....	850 54
Samuel M. Jackson Library Income Fund.....	274 69
Russell Sage Foundation.....	2 11
	<hr/>
	\$97,247 15

Capital account, \$24,201.84, less amount improperly included in closing of books (see Interest Accrued), \$56.25.....

24,145 59

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121,392 74

Total liabilities..... \$125,066 50

## SCHEDULE "B."

## RECEIPTS AND EXPENDITURES FOR THE YEAR ENDING SEPTEMBER 30, 1915.

## RECEIPTS.

<i>Balance, September 30, 1914:</i>	
New York Life Insurance & Trust Co.....	\$2,965 50
United States Trust Co.....	2,813 05
Mechanics & Metals National Bank.....	1,431 83
Union Trust Co.....	1,208 73
Petty cash.....	132 95
Sundry debtors (cash items).....	118 49
Bank of the Metropolis.....	64 96
	<hr/>
	\$8,735 51

*Donations:*

General.....	18,801 50
Dudley Jardine Fund.....	10,123 07
Assistant Secretaries' Fund.....	4,534 36
General relief.....	2,097 35
General relief.....	2,014 10
George L. Hall Fund.....	1,000 00
	<hr/>
	38,570 38

*Interest:*

Investments.....	\$3,884 62
Bank balances.....	113 14
	<hr/>
	3,997 76

*Reformatories:*

New York State, Elmira.....	\$900 00
Napanoch.....	300 00
	<hr/>
	1,200 00

*Mary H. Brush Trust Fund:*

Paid on account of Maffei mortgage.....	125 00
Refunds.....	12 50
	<hr/>

Total receipts..... \$52,641 15

## EXPENDITURES.

Special donations.....	\$3,325 83
Exchange on checks.....	7 13
	<hr/>
	\$3,332 96

*General Secretary's Bureau:*

Salaries.....	\$11,403 46	
Postage.....	899 80	
Printing and stationery.....	596 58	
Annual reports.....	522 08	
Transportation, hotels and carfares....	453 81	
Telegrams and telephone.....	401 16	
Sing Sing work.....	238 11	
Sundries.....	207 58	
Office supplies.....	198 45	
Newspapers and periodicals.....	123 91	
Library.....	67 98	
Relief.....	39 20	
Photos and films (mainly halftones for appeals).....	29 79	
Furniture and fixtures.....	18 65	
Conferences, memberships, and organi- zation.....	17 50	
Prison Sunday.....	12 05	
Publicity.....	8 75	
Express and cartage.....	4 87	
		\$15,243 73

*Assistant Secretaries' Bureau:*

Salaries.....	\$3,917 00	
Transportation, hotels, and carfares....	626 01	
Sundries.....	4 15	
		4,547 16

*House:*

Salaries.....	\$396 00	
Fuel.....	224 25	
Supplies.....	142 90	
Repairs.....	129 72	
Light.....	128 04	
Taxes.....	31 80	
Sundries.....	50	
		1,053 21

*Parole Bureau:*

Salaries.....	\$1,200 00	
Transportation, hotels, and carfares....	168 36	
Relief.....	2 25	
Sundries.....	55	
		1,371 16

*Probation Bureau:*

Salaries.....	\$2,524 00	
Transportation, hotels, and carfares....	96 80	
Sundries.....	50 75	
Relief.....	13 00	
		\$2,684 55

*Relief Bureau:*

Food.....	\$1,403 06	
Rent, board, and lodgings.....	1,066 85	
Salaries.....	760 00	
Transportation, hotels, and carfares....	82 35	
Sundries.....	9 91	
Moving and storage.....	8 25	
Clothing.....	3 50	
Labor for and by applicants.....	1 50	
		3,335 42

*Investments:*

Invested during period, per Schedule C:		
Dudley Jardine Fund.....	\$10,021 00	
Julia Billings Fund.....	2,500 00	
		12,521 00

*Balance, September 30, 1915*

Mechanics & Metals National Bank..	\$3,214 80	
New York Life Insurance & Trust Co.	1,965 50	
United States Trust Co.....	1,430 81	
Union Trust Co.....	1,367 29	
Bank of the Metropolis.....	308 70	
Sundry debtors (cash items).....	162 05	
Petty cash.....	102 81	
		8,551 96

Total expenditures..... \$52,641 15

## SCHEDULE "C."

## INVESTMENTS AT DATE OF SEPTEMBER 30, 1914.

## ENDOWMENT FUND.

Bonds:	Interest rate %.	Interest due.	Valuation at cost.	Interest accrued.
5 C. R. I. & P. Railway....	4	Jan. & July.	\$4,823 75	\$50 00
5 C. & N. W. Railway....	4	May & Nov.	4,943 75	83 33
1 M. St. P. & S. S. M. Rail- way.....	4	Jan. & July.	947 50	10 00

*Bonds and mortgages:*

.....	4½ May & Nov.	\$42,000 00	\$787 50
.....	4½ May & Nov.	12,000 00	225 00
.....	5 Apr. & Oct.	2,000 00	50 00
.....	5 Jan. & July.	3,000 00	37 50

## DUDLEY JARDINE FUND.

*Shares:*

10 A. T. & S. F. R. R. Pfd. ....	980 00	.....
5 K. C. F. S. & M. R. R. Pfd .....	300 00	.....
10 U. P. R. R. ....	800 00	.....
5 Rep. I. & S. Co. ....	375 00	.....
5 U. P. R. R. Common. ....	595 00	.....
10 A. T. & S. F. R. R. Common .....	930 00	.....
1 B. & O. R. R. Pfd. ....	70 00	.....

*Bonds:*

1 Texas Pacific R. R. ....	5	June & Dec.	959 45	16 67
1 Oregon Short Line. ....	4	June & Dec.	907 56	10 00
1 Oregon Short Line. ....	6	Feb. & Aug.	1,081 33	13 33
2 Peoria Water Works. ....	4	May & Nov.	1,168 44	33 33
1 St. Paul City Railway. ....	5	Jan. & July.	1,013 33	10 42
1 So. Pac. R. R. ....	4	June & Dec.	840 89	13 33

## JOHN INNES KANE MEMORIAL FUND.

*Bond:*

1 U. P. R. R. ....	4	Jan. & July.	487 50	5 00
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*Bond and mortgage:*

.....	5	Jan. & July.	4,500 00	56 25
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## MARY H. BRUSH TRUST FUND.

*Bonds and mortgages:*

.....	4½	June & Dec.	2,250 00	33 75
.....	5	Jan. & July.	250 00	3 12

## SAMUEL M. JACKSON LIBRARY FUND.

*Bond and mortgage:*

.....	4½	Apr. & Oct.	2,500 00	56 25
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## JULIA BILLINGS FUND.

*Bond and mortgage:*

.....	5	May & Nov.	\$2,500 00	\$52 08
			<u>\$92,223 50</u>	<u>\$1,546 86</u>

## SCHEDULE "D."

## CONDITION OF THE VARIOUS FUNDS, AT SEPTEMBER 30, 1915.

## STATEMENT OF THE ENDOWMENT FUND.

Balance at credit of fund, September 30, 1914. ....	\$70,051 24
Interest received from United States Trust Co. ....	13 51
<hr/>	
Transferred to treasurer's fund. ....	\$70,044 75
	13 51

## Balance September 30, 1915:

On deposit in United States Trust Co. ....	\$316 24
Invested, per Schedule "C". ....	69,715 00
<hr/>	
	\$70,031 24

## STATEMENT OF THE DUDLEY JARDINE FUND.

Received from donor. ....	\$10,123 07
<hr/>	
Balance, September 30, 1915:	
On deposit in United States Trust Co. ....	\$102 07
Invested, per Schedule "C". ....	10,021 00
<hr/>	
	\$10,123 07

## STATEMENT OF THE JOHN INNES KANE MEMORIAL FUND.

Balance at credit of fund, September 30, 1914. ....	\$5,000 00
Interest received from United States Trust Co. ....	50
<hr/>	
Transferred to treasurer's fund. ....	\$5,000 50
	50

## Balance, September 30, 1915:

On deposit in United States Trust Co. ....	\$12 50
Invested, per Schedule "C". ....	4,987 50
<hr/>	
	\$5,000 00



## STATEMENT OF THE JULIA BILLINGS FUND.

Balance at credit of fund, September 30, 1914.....	\$2,500 00
Balance, September 30, 1915:	
Invested, per Schedule "C".....	2,500 00

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

Balance at credit of fund, September 30, 1914.....	\$2,500 00
Balance, September 30, 1915:	
Invested, per Schedule "C".....	\$2,500 00

## STATEMENT OF THE MARY H. BRUSH TRUST FUND.

Balance at credit of fund, September 30, 1914.....	\$3,000 00
Interest received from Union Trust Co.....	6 72
	<hr/>
	\$3,006 72
Transferred to treasurer's fund.....	6 72

Balance, September 30, 1915:	
On deposit in Union Trust Co.....	\$500 00
Invested, per Schedule "C".....	2,500 00
	<hr/>
	\$3,000 00

## STATEMENT OF THE RESERVE FUND.

Balance at credit of fund, September 30, 1914.....	\$2,965 50
Interest received from New York Life Insurance and Trust Co.....	75 81

Transferred to treasurer's fund.....	\$3,041 31
	<hr/>
	1,075 81

Balance, September 30, 1915:	
On deposit in New York Life Insurance and Trust Co.....	\$1,965 50

## STATEMENT OF THE GEORGE L. HALL FUND.

Received from donor.....	\$1,000 00
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Balance, September 30, 1915:	
On deposit in United States Trust Co.....	\$1,000 00

## STATEMENT OF THE ASSISTANT SECRETARIES' FUND.

Balance at credit of fund, September 30, 1914.....	\$863 34
Received from donors.....	4,503 00

	<hr/>
	\$5,366 34
Interest received from Union Trust Co.....	31 36

	<hr/>
	\$5,397 70
Expenditures.....	4,547 16

Balance, September 30, 1915:	
On deposit in Union Trust Co.....	\$850 54

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

Balance at credit of fund, September 30, 1914.....	\$1005 94
Interest received from investment.....	112 50
Interest receivable October 1, 1915.....	56 25

Balance, September 30, 1915:	
On deposit in Mechanics and Metals National Bank.....	\$218 44
Receivable.....	56 25
	<hr/>
	\$274 69

## STATEMENT OF THE RUSSELL SAGE FOUNDATION.

Balance at credit of fund, September 30, 1914.....	\$2 11
--	--------

Balance, September 30, 1915:	
On deposit in Bank of the Metropolis.....	\$2 11

## CONTRIBUTORS.

### LIFE PATRONS.

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

Barbey, Mrs. Henry I.  
 Brewster, Robert S.  
 Brown, M. Bayard.  
 Clark, F. Ambrose.  
 Dodge, Cleveland H.  
 Gold, Cornelius B.  
 Harkness, E. S.  
 Harrah, Charles J.  
 James, Arthur Curtis.  
 James, Mrs. D. Willis.  
 Kane, Mrs. John Innes.  
 Lewisohn, The Misses Alice and Irene.

McHarg, Henry K.  
 Phipps, Henry.  
 Pynes, Percy R.  
 Rockefeller, John D.  
 Schiff, Jacob H.  
 Schiff, Mortimer L.  
 Scott, William H.  
 Stetson, Francis Lynde.  
 Stewart, Lispenard.  
 Tiffany, L. C.  
 Woerishoffer, Mrs. Anna.

## HONORARY LIFE MEMBERS.

By Contributions of \$100 at One Time.

G. W. W.  
 A Friend.  
 Anonymous.  
 Astor, Mrs. Ava Willing.  
 Astor, Mrs. John Jacob.  
 Auchincloss, C. C.  
 Auchincloss, Mrs. C. C.  
 Auchincloss, Mrs. E. S.  
 Baker, George F.  
 Bell, Mrs. Gordon Knox.  
 Bowen, Mrs. Harry S.  
 Brokaw, George T.  
 Brown, Alexander H.  
 Brownell, Miss Matilda A.  
 Bruce, Miss Sarah E.  
 Carnegie, Andrew.  
 Cary, Miss Kate.  
 Chapman, Mrs. John J.  
 Chisolm, B. Ogden.  
 Chisolm, W. E.  
 Choate, Joseph H.  
 Clark, Edward Severin.  
 Clark, Mrs. Stephen C.  
 Clyde, William P.  
 Colgate, William.  
 Connor, W. E.  
 Cooper, James Fenimore.  
 Crimmins, John D.  
 Cromwell, James W.  
 Cutting, K. Fulton.  
 DeForest, Henry W.  
 Dodge, D. Stuart.  
 DuBois, Miss Katherine.  
 Dwight, Winthrop E.  
 Ehret, George.  
 Emmons, Arthur B.  
 Frazier, Mrs. Frank P.  
 Frost, Aaron V.  
 Gallatin, Mrs. Albert H.  
 Gerry, Elbridge T.  
 Gerry, Peter G.  
 Gilman, Winthrop S.  
 Gould, Edwin.  
 Grace Church.  
 Hadden, Alexander M.  
 Halkett, Mrs. Sarah K.  
 Hall, Mrs. Bolton.  
 Hall, E. Trowbridge.  
 Harkness, Mrs. Charles W.  
 Hearn, James A. & Son.  
 Hill, Frederick T.  
 Howland, Mrs. Joseph.

Hurd, Richard M.  
 Hyde, Mrs. Clarence M.  
 Jameson, E. C.  
 Jennings, Miss Annie B.  
 Johnson, Arthur G.  
 Johnson, Gilbert H.  
 Johnson, James W.  
 Juilliard, Mrs. A. D.  
 Keedus, Miss Alice.  
 Kunhardt, W. B.  
 Langdon, Woodbury G.  
 Lawrence, Mrs. Samuel.  
 Lewisohn, Adolph.  
 Livingston, Johnston.  
 Livingston, Miss Julia.  
 Lorillard, Pierre.  
 Low, William G.  
 McClymonds, Mrs. L. K.  
 McKinney, Price.  
 McMillin, Emerson.  
 Marshall, Louis.  
 Martin, Mrs. Robert B.  
 Moore, Mrs. William H.  
 Murland, Samuel.  
 National Humane Alliance.  
 O'Connor, Thomas H.  
 Olmsted, Mrs. C. T.  
 Olyphant, Robert M.  
 Osborn, William Church.  
 Pearce, Mrs. Henry.  
 Perkins, George W.  
 Pratt, Herbert L.  
 Rand, George C.  
 Reed, Latham G.  
 Richardson, Mrs. C. Tiffany.  
 St. Thomas Church.  
 Sage, Dean.  
 Sage, Mrs. Russell.  
 Sage, William H.  
 Satterlee, Mrs. Herbert L.  
 Schermerhorn, F. Augustus.  
 Scoville, Miss Grace.  
 Seaman, Lloyd W.  
 Seligman, J. & W. Co.  
 Shepard, Mrs. Finley J.  
 Shipman, C. H.  
 Slayback, John D.  
 Sloan, Samuel.  
 Sloane, William D.  
 Smith, Eugene.  
 Stillman, Miss Charlotte R.  
 Stokes, Anson Phelps.  
 Stokes, Mrs. Anson Phelps.

Stone, Miss Annie.  
 Straight, Mrs. W. D.  
 Thomas, Seth E.  
 Thompson, Mrs. Frederick F.  
 Thorne, Jonathan.  
 Trevor, Mrs. John B.  
 Teunbull, Frank.  
 Untermeyer, Samuel.  
 Vanderlip, F. A.  
 Van Gerbig, Mrs. B.  
 Van Ingen, E. H.  
 Van Ingen, Mrs. E. H.  
 Warburg, Felix M.

Ward, George C.  
 Ward, John Seely.  
 Webb, William Seward.  
 Westinghouse, Church, Kerr & Co.  
 White, Alfred T.  
 Whitney, Henry P.  
 Wilson, Mrs. H. S.  
 Winthrop, Benjamin R.  
 Wood, J. Walter.  
 Wood, William.  
 Woodin, William H.  
 Zabriskie, Mrs. George.

## LIFE MEMBERS.

By Contributions of \$50 at One Time.

A. Z.  
 C. S.  
 Anonymous.  
 In Memory of A. H.  
 Acorn.  
 Adams, Thatcher M.  
 Adler, Felix.  
 Anderson, J. Cameron.  
 Andrews, Constant A.  
 Arnold, Edward W. C.  
 Astor, W. W.  
 Auchincloss, Charles C.  
 Auchincloss, Mrs. Edgar S.  
 Belmont, August.  
 Biggs, Mrs. H. M.  
 Biglow, Mrs. Lucius H.  
 Bliss, Cornelius N., Jr.  
 Bliss, Ernest C.  
 Bliss, Mrs. Robert W.  
 Borg, Simon.  
 Boyd, Mrs. Francis O.  
 Brown, Stewart.  
 Bulkley, Mrs. Edwin M.  
 Campbell, Mrs. Henry G.  
 Christ Church of New Brighton, N. Y.  
 Cheney Brothers.  
 Coffin, C. A.  
 Coffin, Edmund, Jr.  
 Coster, Mrs. Charles Henry.  
 Crane, Albert.  
 Crossman, W. A. & Bro.  
 Cutting, R. Bayard.  
 de Peyster, Miss Augusta M.  
 Dinsmore, Mrs. W. B.  
 Dodge, William E., Jr.  
 Douglas, James.  
 Ellis, William D.  
 Emmet, Mrs. C. Temple.  
 Emmet, Miss Lydia F.  
 Engs, P. W.  
 Evans, Hartman K.  
 Foster, James Jr.  
 Fox, Mortimer J.  
 Fraser, Mrs. George S.

Gallatin, Albert.  
 Geer, Mrs. Walter.  
 Halsted, Miss A. B.  
 Hamilton, Frank.  
 Harkness, Mrs. Stephen V.  
 Healy, A. Augustus.  
 Heimsheimer, Alfred M.  
 Hencken, Mrs. Albert C.  
 Herrick, E.  
 Hoe, Richard M.  
 Hood, Juliet K.  
 Horn, James.  
 Hosmer, Mrs. Edward Sturges.  
 Hoyt, Gerald L.  
 Huntington, Henry E.  
 Hutchinson, John William.  
 Hyde, Frederick E.  
 Irvin, Richard.  
 Jones, Edward.  
 Jones, Mrs. Edward H.  
 Jones, James J.  
 Kelsey, Clarence H.  
 Kidder, Mrs. A. M.  
 Kissam, Samuel H.  
 Lamont, Mrs. Elizabeth K.  
 Landon, Francis G.  
 Langton, John.  
 Leffingwell, R. C.  
 LeRoy, J. R.  
 Lichtenstadter, Samuel.  
 Lobenstine, William C.  
 Lockwood, Homer N.  
 Lydie, David.  
 McLean, Miss Ethel L.  
 McLean, James.  
 McMullen, John.  
 Mannings, Mrs. Dora A.  
 Maxwell, Mrs. Robert M.  
 Meeks, Edwin B.  
 Metcalf Bros. & Co.  
 Moore & Schley.  
 Morgan, Miss Caroline L.  
 Morgan, Mr. & Mrs. J. P. Jr.  
 Morris, Henry Lewis.

Mott, William F.  
 Nelson, Charles N.  
 Nelson, Mrs. Charles N.  
 Ogdén, Mrs. Charles W.  
 Osborne, Thomas Mott.  
 Parish, Henry.  
 Parish, Miss Susan D.  
 Parks, Leighton.  
 Pavenstedt, Hugo.  
 Peabody, George F.  
 Pearl, Mrs. Frederick W.  
 Peckham, Mrs. Wheeler F.  
 Phelps, Mrs. William W.  
 Philbin, Eugene A.  
 Pomroy, Mrs. H. K.  
 Potter, Howard.  
 Powell, Wilson M. Jr.  
 Prosser, Thomas.  
 Raht, Charles.  
 Richard, Miss Elvina.  
 Risley, G. H.  
 Robbins, George A.  
 Roberts, Miss Elizabeth W.  
 Robertson, R. H.  
 Rockefeller, John D. Jr.  
 Root, Charles T.  
 Rothschild Bros. & Co.  
 Satterlee, Herbert L.  
 Schenck, Frederick B.  
 Scott, Mrs. George S.  
 See, Alonzo B.  
 Sculliere, Baroness.  
 Seligman, Isaac N.  
 Sheldon, James C.

Sicher, Dudley F.  
 Simpson, John W.  
 Skougaard, Jens.  
 Sloane, Mrs. William D.  
 Speyer, James.  
 Steers, James R.  
 Stewart, John.  
 Stewart, Mrs. P. H.  
 Stokes, J. G. Phelps.  
 Stone, Miss Ellen I.  
 Straight, Mrs. Willard D.  
 Sutton, James F.  
 Taylor, Lloyd.  
 Thompson, Mrs. Joseph T.  
 Tucker, Allen.  
 Tucker, Samuel A.  
 Valentine, Mrs. P.  
 Van Norden, Warner.  
 Van Waagen, Bleecker.  
 Van Winkle, Miss Mary D.  
 Virgin, S. H.  
 Ward, Artemas.  
 Watson, Mrs. James S.  
 Weld, Miss Eloise R.  
 Weld, Miss Sylvia.  
 Wellington, Miss Elizabeth R.  
 White, Miss Frances E.  
 White, John J.  
 Whitehop, Mrs. Grenville.  
 Whitehop, Egerton L.  
 Wotherspoon, Henry H.  
 Wurts-Dundas, Ralph.  
 Zabriskie, Andrew C.

## CONTRIBUTORS' LIST.

### DESIGNATIONS OF FUNDS.

Contributions preceded by name only are for the General Fund, for general purposes. (Other contributions are designated as follows: G. R., General Relief (used only for relief); S. R., Special Relief, donations for specially designated instances of need); A. S., Assistant Secretaries' Fund (for salaries and incidental expenses); S. S., Sing Sing Fund (campaign of publicity for abolition of Sing Sing Prison).

A							
Abbe, Miss Harriet C.	85	00	Alsop, Reese F.	82	00		
Abbe, Robert	S. R.	10	00	Altmyer, Mrs. A. E.	2	00	
Abbott, Lyman	5	00	Ames, George H.	G. R.	10	00	
Achelis, Miss Elizabeth	S. R.	2	00	Andrews, A. J. C.	20	00	
Achelis, Fritz	10	00	Andrews, E. M.	G. R.	2	00	
Achelis, John	10	00	Appel, S. & Co.	5	00		
Acker, Henry	G. R.	1	00	Arkenburgh, Miss E. J.	G. R.	5	00
Ackerman, Ernest R.	1	00	Armstrong, Miss Helen M.	10	00		
Adams, Miss Agnes	G. R.	5	00	Arnold, Mrs. Benjamin W.	25	00	
Adams, Mrs. C. T.	G. R.	2	00	Arnold, Edward W. C.	G. R.	10	00
Adams, Mrs. Charles D.	G. R.	10	00	Arnold, Mrs. Glover C.	5	00	
Adams, Charles J.	5	00	Arinstein, Mrs. Eugene	10	00		
Adams, Mrs. Edward D.	10	00	Arinstein, Mrs. Leo	10	00		
Adams, Miss Helen	S. R.	5	00	Arthur, Miss L. Louise	5	00	
Adelman, E.	S. R.	1	00	Asch, Charles F.	5	00	
Adler, Felix	10	00	Ashforth, Mrs. Frida	10	00		
Adler, Isaac	5	00	Ashforth, Mrs. Frida	S. R.	3	00	
Adriance, Miss Dorothy A.	1	00	Ashtead, Charles A.	G. R.	1	00	
Adriances, Harris Ely	5	00	Asch, Miss Estelle	2	00		
Adriance, Miss Marian G.	5	00	Aspinwall, Miss M. F.	G. R.	1	00	
Aikman, W. M.	5	00	Atterbury, Mrs. L. B.	5	00		
Albee, A. F.	5	00	Atterbury, Miss M. S.	5	00		
Aldrich, Mrs. James Her-	5	00	Auchincloss, Charles C.	S. R.	25	00	
man	25	00	Auchincloss, Mrs. Charles	100	00		
Aldrich, Mrs. Richard	S. R.	5	00	Auchincloss, Mrs. Edgar S.	115	00	
Aldrich, Mrs. Spencer	G. R.	5	00	Jr.	20	00	
Alexander, Mrs. Andrew J.	1	00	Auchincloss, Mrs. Hugh D.	25	00		
Alexander, Mrs. Charles B.	10	00	Auchincloss, John Winthrop	45	00		
Alexander, Eugene D.	2	00	Auerbach, Joseph S.	15	00		
Alexander, Mrs. H. E.	S. R.	1	00	Austen, Mrs. Valle	10	00	
Alexander, Henry	G. R.	1	00	Austin, Mrs. Francis B.	10	00	
Alexander, P. W.	1	00	Averill, Frederick L.	2	00		
Alexander, Miss Sarah S.	4	00	Ayring, Miss Kate	G. R.	5	00	
Alexandre, Mrs. J. Joseph	5	00					
Alexandre, V. L.	G. R.	10					
Allan, A. R.	G. R.	10					
Allen, Mrs. Paul	5	00					
Alley, James C.	1	00					
Alley, Miss M. Ida	G. R.	5					
Alling, Miss C. E.	2	10					
Alpers, G. W.	1	00					

## CONTRIBUTORS' LIST.

Bacon, Mrs. Francis Mc			Benjamin, Miss A. P.	820	00		
N. Jr.	55	00	Benjamin, Mrs. Hamilton				
Bacon, Mrs. George B.	3	00	F.	10	00		
Baer, Mrs. M. B.	5	00	Benjamin, Mrs. J. J.	5	00		
Bailey, Mrs. James S.	2	00	Benson, Miss Mary A.	2	00		
Bailey, Joseph	7	50	Bentley, Mrs. John	5	00		
Baird, Miss Jeannette F.	10	00	Benton, Andrew A.	5	00		
Baird, John Stuart	S. R.	1	00	Benson, Bros. & Co.	G. R.	5	00
Baker, George F.	25	00	Benziger, Louis G.	G. R.	10	00	
Baldwin, Samuel W.	2	00	Bergen & Co.	G. R.	1	00	
Baldwin, Miss Theodora	10	00	Berlin, Henry C.	5	00		
Balfour, Williamson & Co.	25	00	Bernard, Mrs. Saml.	G. R.	5	00	
Ballard, Mrs. Edward L.	10	00	Bernheim, Henry J.	G. R.	5	00	
Ballard, Stephen, Rubber			Betts, R. T.	2	00		
Co.	1	00	Betts, S. R.	10	00		
Bangs, Miss Lois A.	G. R.	1	00	Bewer, Julius A.	5	00	
Bangs, Miss Mary E.	G. R.	15	00	Bigelow, Ernest A.	10	00	
Banks, James Lenox	5	00	Bigelow, Ernest A.	G. R.	10	00	
Banks, Lenox	15	00	Biglow, Mrs. Lucius H.	10	00		
Barber, James	5	00	Billings, Charles M.	1	00		
Barber & Co.	10	00	Billings, Miss Elizabeth	6	00		
Barbour, Robert	5	00	Bing, Alexander M.	10	00		
Baring, Charles	50	00	Bingham, Mrs. George E.	10	00		
Barker, Mrs. Fordyce	5	00	Bingham, Theodore A.	5	00		
Barker, James	S. R.	6	00	Bird, Joseph	5	00	
Barker, Mrs. George	G. R.	2	00	Bird, Mrs. Stafford	5	00	
Barksdale, Mrs. H. M.	10	00	Biaring, Mrs. H. S.	2	00		
Barnes, E. W.	2	00	Black, Mrs. Helen	1	00		
Barnes, Mrs. John S.	5	00	*Blair, B. F.	1	00		
Barnes, Mrs. Richard S.	5	00	Blair & Co.	25	00		
Barnum, Miss Laura	10	00	Blandy, Mrs. Graham F.	15	00		
Barre, Leon	5	00	*Bliss, Miss Catherine A.	100	00		
Bates, Mrs. B. F.	10	00	Bliss, Mrs. Cornelius	25	00		
Batjer, Henry	10	00	Bliss, Ernest C.	25	00		
Battle & Renwick	5	00	Bliss, Miss Lizzie P.	25	00		
Battershall, W. W.	5	00	Bliss, William H.	20	00		
Battery, Tull & Co.	5	00	Bloch, Adolph	5	00		
Battle, George Gordon	5	00	Blood, Samuel S.	20	00		
Baumer, F. J.	G. R.	10	00	Bluen, Mrs. Morris J.	10	00	
Bayer, Edwin S.	10	00	Boardman, Miss Clarinda	10	00		
Baylis, Edmund L.	10	00	Boardman, Mrs. Rosina C.	10	00		
Baylis, Miss Mary	5	00	Bodenheimer, Henry	15	00		
Bayne, Lawrence P.	5	00	Boettger, Mrs. Theodore	5	00		
Beach, Miss Jessie A.	G. R.	2	00	Bowner, George T.	10	00	
Beach, Warren C.	10	00	Bonsal, Mrs. W. Roscoe	G. R.	6	00	
Beach, Warren C.	G. R.	5	00	Bourne, Mrs. W. W.	5	00	
Beatty, William	10	00	Bourne, Mrs. Emily H.	5	00		
Beatty, William	10	00	Bourne, Frederick G.	25	00		
Beckhard, Martin	10	00	Bowditch, Edward	5	00		
Beer, Mrs. G. L.	10	00	Bowen, Edw. S.	5	00		
Beer, Mrs. Julius	2	00	Boylan, Miss C. L.	5	00		
Behr, Edward	10	00	Boynton, Furnace Co.	1	00		
Belknap, W. E.	G. R.	5	00	Bradford, Mrs. J. H.	5	00	
Bell, Mrs. Gordon Knox	G. R.	2	00	Bradley, Mrs. W. W.	10	00	
Beller, A.	25	00	Bradley, Mrs. Edson	G. R.	8	00	
Beller, William F.	5	00	Brand, Herman	2	00		
Belling, William W.	10	00	Brazier, Miss Emma J.	20	00		
Belloni, Miss Sadie	10	00	Bresse, Miss Frances T.	G. R.	2	50	
Bendheim, Adolph D.	10	00	Brennan, Mrs. Michael	5	00		
Bendheim, Henry	10	00	Brewster, Mrs. Franklin	2	00		
Benedict, Mrs. James H.	10	00	Brewster, Robert S.	100	00		

\* Deceased.

Brewster, W. Tenny	\$10 00	Butterworth, Mrs. George	\$10 00
Bruce, W. Kirkpatrick	5 00	Forester	7 00
Brickelmaier, J. B.	5 00	Butterworth, William H.	7 00
Bridgman, Miss Anna T.	G. R. 3 00	Byrne, James	5 00
Bridgman, Mrs. C. De Witt	G. R. 3 00		
Brucknerhoff, Alexander E.	10 00		
Bristol, John I. D.	10 00	Cady, L. B.	2 00
Broadwell, Mrs. Samuel J.	1 00	Cahen, I. J.	5 00
Bronner, Miss Mary T. P.	S. R. 5 00	Caldwell, Robert J.	10 00
Brooks, Miss Bertha G.	25 00	Caldwell, Robert J.	S. R. 10 00
Brooks, Mrs. Gorham	G. R. 15 00	Calman, Mrs. E.	3 00
Brooks, S. J.	10 00	Calvary Church (Relief Society)	15 00
Brooks, Thomas J.	G. R. 10 00	Carlmann, Miss Kate L.	G. R. 5 00
Brower, Miss Alice C.	G. R. 1 00	Campbell, Mrs. Cecil A.	10 00
Brower, William I.	10 00	Campbell, J. R.	1 00
Brown, John Crosby ad.	10 00	Campbell, Mrs. O. A.	20 00
Brown, Lawron	G. R. 1 00	Canada, Miss Angeline	2 00
Brown, M. Bayard	250 00	Canfield, Miss Edith	3 00
Brown, Miss Margery	5 00	Cannon, Mrs. Sylvanus T.	4 00
Brown, Ray	5 00	Cantrell, Miss Annie L.	6 00
Brown, Mrs. Samuel W.	10 00	Carey, Samuel	10 00
Brown, Miss Stewart	1 00	Carhart, Mrs. Amory Sibley	10 00
Brown, Mrs. Waldron P.	10 00	Carlsbach, Mrs. E.	10 00
Brown, William Adams	5 00	Carleton, Miss Ida B.	5 00
Brown, Mrs. William Harman	G. R. 3 00	Carlton, Newcomb	G. R. 25 00
Browning, Mrs. J. Hull	20 00	Carroll, Mr. & Mrs. Laurence J.	4 00
Bruce, Miss Sarah E.	100 00	Carnegie, Andrew	100 00
Bruen, A. J.	G. R. 5 00	Carpenter, Mrs. Miles B.	10 00
Bruen, Miss Mrs. E.	10 00	Carter, Mrs. A.	5 00
Brunswick, Mrs.	S. R. 17 00	Carter, Ernest T.	5 00
Bry, Miss Nellie	S. R. 5 00	Carter, Robert A.	10 00
Bryce, Miss Edith	10 00	Carter, Samuel T.	10 00
Bryce, Miss Mary T.	20 00	Catry, Miss Kate	125 00
Buckley, James	S. R. 3 00	Cass, Mrs. Clinton B.	5 00
Buckner, Thomas A.	S. R. 10 00	Case, Mrs. George B.	10 00
Bulkeley, Edwin M.	S. R. 10 00	Castree, Miss Louise	5 00
Bulkeley, Mrs. Jonathan	5 00	Catlin, Charles F.	G. R. 2 00
Bull, Miss Dorothy	20 00	Cauldwell, Mrs. T. W.	S. R. 1 00
Bull, F. Kingsbury	10 00	Chambers, Frank R.	10 00
Bullowa, Miss Emelie M.	G. R. 5 00	Chapin, Mrs. Chester W.	10 00
Bunting, Miss E. M.	5 00	Chapin, Mrs. Chester W.	S. R. 5 00
Burdick, Miss Anna V.	7 00	Chapin, Miss Jennie E.	4 00
Burganer, Morris	G. R. 20 00	Chapman, Charles D.	5 00
Burke, Mrs. John	G. R. 25 00	Chapman, Miss Isabel M.	50 00
Burnet, F. Dana	2 50	Chapman, Mrs. John Jay	25 00
Burnett, C. H.	6 00	Chapman, Miss Mary W.	10 00
Burnham, Charles	1 00	Chapman, Miss Mary W.	S. R. 15 00
Burns, A. L.	8 00	Chanccy, Miss Lucy	10 00
Burns, Miss Sarah	G. R. 5 00	Cheney Bros.	50 00
Burnside, Alexander I.	1 00	Chester, Mrs. Antoinette T.	5 00
Burr, Albert E.	S. R. 5 00	Child, Miss R. A.	5 00
Burtis, Miss Edith	G. R. 5 00	Chisolm, George E.	25 00
Butler, Miss Emily O.	10 00	Choate, Joseph H.	100 00
Butler, Miss Helen	5 00	Christian, Herald	5 00
Butler, Mr. & Mrs. Howard R.	3 00	Church of the Messiah (Charity Committee)	25 00
Butler, Mrs. Richard	S. R. 5 00	Church, C. T.	15 00
Butler, Willard P.	10 00	Church, Irving Porter	6 00
Butler, Mrs. William	20 00	Clark, C. M.	G. R. 25 00
Butterick, Miss Mary E.	20 00	Clark, Edward S.	100 00

Clark, Miss Ella Mabel	\$10 00	Croll, Miss Pauline	G. R. \$1 00
Clark, Mr. & Mrs. J. F. A.	20 00	Crampton, Edwin H.	5 00
Clark, W. Irving	10 00	Crane, Mrs. A. B.	4 00
Clark, Walter H.	S. R. 1 00	Cress, Miss Cornelia	S. R. 3 10
Clark, Mrs. W. William	G. R. 5 00	Crotchford, Mrs. Mary F.	5 00
Brewster	G. R. 5 00	Crimmins, Mrs. Thomas	15 00
Clarke, A. K.	5 00	Crockett, W. T.	S. R. 5 00
Clarke, Mrs. E. Arthur	5 00	Crofoot, Mrs. L. F.	G. R. 5 00
Stanley	5 00	Grady, Mrs. Mary R.	5 00
Clarke, Miss Louise	1 00	Crowell, Mrs. Jeremiah	5 00
Clarke, Miss Madge S.	2 00	Culbert, Miss Anna M.	5 00
Clarkson, Bayner	25 00	Curtis, Mrs. Charles B.	5 00
Clarkson, Robert L.	5 00	Curtis, Mr. & Mrs. E. J.	10 00
Class of the Ethical Culture Sunday School	5 00	Curtis, Mrs. George W.	5 00
Cleland, Mrs. T. J.	10 00	Curtis, Miss Mary W.	G. R. 3 00
Clements, Mrs. George H.	5 00	Curtis, William Edmond	5 00
Clyde, Miss Emeline	10 00	Cutting, R. Bayard	10 00
Clyde, George W.	10 00	Cutting, Mrs. W. Bayard	20 00
Clyde, William P.	100 00	Cuyler, Miss Eleanor De G.	10 00
Cockey, Mrs. E. T.	1 00		
Codman, Miss Sarah P.	10 00		D
Coffin, C. A.	25 00	Dahlgren, Miss Madeline	G. R. 2 00
Coghill, Miss S. A.	5 00	Dalton, Miss Silvie D.	5 00
Cohen, N. D.	10 00	Daly, Joseph F.	1 00
Cohn, Mrs. H. S.	10 00	Daly, Mrs. William H.	G. R. 5 00
Coit, John T.	G. R. 5 00	Dana, Mrs. A. Carroll	10 00
Coit, Mrs. John T.	5 00	Danforth, Mrs. Francis J.	5 00
Cokefain, Isaac W.	10 00	Danforth, Mrs. George H.	10 00
Cole, Lawrence T.	G. R. 5 00	Daniels, W. M.	G. R. 25 00
Coles, J. Ackerman	5 00	Daniels, William	10 00
Coley, William B.	5 00	Darlington, Mrs. Harry Jr.	G. R. 15 00
Colgate, William	150 00	Darrow, W. J.	5 00
Collins, Miss Mary	10 00	Davenport, Julius B.	10 00
Colman, Samuel	10 00	Davey, Mrs. William	10 00
Colt, Harris D.	10 00	Davidge, William H.	5 00
Colt, Mrs. R. C.	S. R. 1 00	Davis, Miss H. Anna	10 00
Colt, Mrs. Stockton B.	1 00	Davis, Joseph P.	25 00
Constock, James C.	G. R. 5 00	Davison, Miss Ella H.	25 00
Condit, Harold N.	G. R. 5 00	Day, Dwight H.	3 00
Condit, Fillmore	5 00	Day, Mrs. Dwight H.	G. R. 3 00
Cone, John J.	2 00	Day, Harry W.	5 00
Conger, Henry	3 00	Day, Mrs. William M.	25 00
Conklin, Mrs. K.	20 00	Dayton, Ralph E.	5 00
Connell, J. Harvey	5 00	Deas, Mrs. Helen L.	5 00
Conolly, Mrs. Theodore	5 00	DeBoer, David H.	5 00
Constable, Mrs. William	G. R. 25 00	De Champlain, Madame A.	10 00
Converse, Miss G. V.	G. R. 5 00	Decker, Casper G.	3 00
Cook, Mrs. Charles T.	S. R. 2 00	Decker, Charles A.	10 00
Cook, L. A.	2 00	De Conill, Miss Emilia H.	10 00
Coley, William Forbes	1 00	Deederer, Miss Pauline H.	1 00
Coolidge, Mrs. Frederick S.	25 00	Deems, Edward M.	G. R. 10 00
Coolidge, Mrs. Sherman	5 00	De Forest, Mrs. Henry W.	10 00
Cooper, James Fenimore	5 00	De Forest, Robert W.	15 00
Cooper & Forman	1 00	De Graff, James W.	G. R. 10 00
Copp, Mrs. William A.	10 00	De Graffensack, Baroness	5 00
Cornell, Robert C.	5 00	Raoul	4 00
Coster, Mrs. Charles Henry	10 00	De Groot, Miss Emma P.	3 00
Coster, Miss Maud	50 00	De Heredia, C. M.	G. R. 10 00
Crain, The Misses	G. R. 5 00	De Klyen, F.	5 00
Crain, Thomas C. T.	S. R. 10 00	DeLafid, Maturin	25 00



Hall, Mrs. David P.....	\$2 00	Herzog, Oscar M.....	\$5 00
Hall, Edward T.....	100 00	Hess, Edwin H.....	5 00
Hall, Frank Oliver.....	20 00	Hess, L.....	S. R. 50 00
Hall, George L. Memorial Fund.....	1,000 00	Hess, Simon.....	5 00
Hall, Mrs. George L.....	4 00	Hess, Louise.....	5 00
Hall, Mrs. Henry B.....	10 00	Hewitt, Mrs. Charles B.....	5 00
Hall, William L.....	20 00	Hewlett, Mrs. James A.....	5 00
Ham, James M.....	10 00	Hewlett, Mrs. James A.....	G. R. 5 00
Hammersley, L. Gordon.....	50 00	Hewson, John H.....	10 00
Hammond, John Henry.....	15 00	Higbie, James S.....	15 00
Hammond, Mrs. John Henry.....	25 00	Higgins, Charles M.....	15 00
Hampson, Theodore.....	2 00	Higgins, G. E.....	G. R. 2 00
Hand, Eugene S.....	10 00	Hill, Mrs. G. R.....	G. R. 2 00
Hand, Mrs. Samuel.....	10 00	Hillhouse, Mrs. Charles B.....	G. R. 2 00
Hanschman, Miss Elise.....	2 00	Hinchman, Mrs. Joseph.....	1 00
Hardenbergh, T. E.....	5 00	Hinckley, Mrs. Samuel N.....	3 00
Harkness, Charles W.....	25 00	Hirsch & Schofield Co.....	20 00
Harkness, Mrs. Charles W.....	50 00	Hirch, Mrs. Frederick.....	2 00
Harkness, Edward S.....	A. S. 2,500 00	Delano.....	2 00
Harkness, Mrs. Stephen W.....	25 00	Hoag, Mrs. J. Edward.....	2 00
Harmon, Mrs. Frank D.....	5 00	Hodge, William Henry.....	5 00
Harmon, Mrs. Frank D.....	G. R. 10 00	Hoe, Mrs. Richard M.....	10 00
Harrah, Charles J.....	50 00	Hoe, Mrs. Robert.....	5 00
Harziman, Charles C.....	5 00	Hoffman, F. B.....	20 00
Harziman, Mrs. J. Arden.....	3 00	Hoffman, Miss Mary U.....	20 00
Harrington, Miss Ruth.....	G. R. 3 00	Hoffman, Samuel V.....	5 00
Harris, John F.....	S. S. 25 00	Hogan, Mrs. Jefferson.....	5 00
Haskell, Mrs. J. A.....	5 00	Holden, Mrs. E. B.....	10 00
Hatters Fur Exchange.....	5 00	Holden, John.....	5 00
Havemeyer, Mrs. Horace.....	G. R. 5 00	Holmes, Edwin T.....	10 00
Haven, Mrs. George G.....	S. R. 5 00	Holmes Electric Protective Co.....	10 00
Hayden, Mrs. Horace J.....	15 00	Holt, Mrs. Constance B.....	10 00
Haynes, W. de F.....	15 00	Holt, Henry.....	10 00
Haynes, Miss Louise de F.....	G. R. 5 00	Holt, L. Emmett.....	10 00
Hazard, F. R.....	40 00	Holt, Mrs. L. Emmett.....	10 00
Hazel, Thomas E.....	10 00	Holt, Philetus H.....	5 00
Healy, A. Augustus.....	10 00	Holter, Mrs. Edwin O.....	20 00
Hearn, James A. & Son.....	5 00	Homer, S.....	G. R. 25 00
Heckscher, Miss Anna.....	5 00	Hood, Miss Juliet K.....	S. R. 17 00
Heide, Henry.....	S. R. 10 00	Hood, Miss Juliet E.....	5 00
Hedgerd, J.....	5 00	Hopkins, John Ezra.....	1 00
Heimann, Julius.....	5 00	Hopkins, J. A. H.....	10 00
Heinshimer, A. M.....	50 00	Horwitz, H. L.....	5 00
Heintz, John C.....	10 00	Hosmer, Mrs. E. de P.....	5 00
Heller, Miss Rosalie M.....	5 00	Howe, Mrs. Edwin O.....	1 00
Hellen, Miss Eugenie M.....	5 00	Howe, Mrs. Frank H.....	5 00
Hencken, Hancke.....	10 00	Howe, Henry M.....	5 00
Henderson, Miss Mary W.....	5 00	Howell, Mrs. Willis K.....	2 00
Hendricks, Mrs. Edgar.....	5 00	Howland, Mrs. Joseph.....	15 00
Hendricks, Henry S.....	10 00	Hoyt, Miss Gertrude L.....	15 00
Henriques, Mrs. C. A.....	5 00	Hoyt, Mrs. H. M.....	10 00
Henry, Mrs. Howard H.....	10 00	Hoyt, John Sherman.....	25 00
Henry, William.....	10 00	Hoyt, Mrs. John Sherman.....	15 00
Hepburn, N. M.....	12 00	Hoyt, Winfield S.....	25 00
Herrman, Arnold.....	5 00	*Hubbard, Thomas H.....	50 00
Herrmann, Milton C.....	5 00	Hubert, Conrad.....	10 00
Hermann, Morris.....	1 00	Hull, Mrs. George H. Jr.....	2 00
Hetz, Mrs. F. W.....	5 00	Hun, Marcus T.....	20 00
Herzog, Miss Caroline N.....	5 00	Hungerford, Richard S.....	25 00

\*Deceased.

Hunt, Arthur P.....	\$5 00	Kayser, Julius.....	\$15 00
Hunt, Arthur Raborg.....	10 00	Keeber, Robert A.....	5 00
Hunt, Mr. & Mrs. Thomas.....	50 00	Keller Printing Co.....	3 00
Huntington, Mrs. C. R.....	5 00	Kellogg, Mrs. Charles.....	10 00
Hurd, Richard M.....	A. S. 200 00	Kellogg, Mrs. Frank L.....	5 00
Hurck, Mrs. Francis.....	5 00	Kellogg, Mrs. Frederic R.....	5 00
Hyatt, Abram M.....	5 00	Kellogg, H. S.....	5 00
Hyde, Mrs. Clarence M.....	25 00	Kelly, Joseph F.....	10 00
Hyde, Mrs. Clarence.....	S. R. 15 00	Kelsey, Clarence H.....	50 00
Hyde, Clifford D.....	15 00	Kenble, George J.....	1 00
Hyde, Ralph M.....	5 00	Kendall, The Misses.....	20 00
Hyde, Mrs. W. H.....	G. R. 5 00	Kendall, Mrs. Edward H.....	5 00
Hyman, Mrs. D. M.....	25 00	Kennerley, Mrs. Seph.....	G. R. 1 00
		Kerr, Mrs. Louis S.....	10 00
		Kerr, Robert C.....	5 00
		Kerr, Thomas Bakewell.....	5 00
		Kerr, Walter.....	20 00
I		Keteltas, Miss Alice.....	10 00
Ilder, John D.....	2 00	Keyes, Edward L.....	5 00
Ijams, J. Horton.....	5 00	Kidder, Mrs. A. W.....	35 00
Ikie, Charles F.....	G. R. 10 00	Kimball, Mrs. Paul W.....	5 00
Inlet, Miss E.....	30 00	King, Elliott H.....	2 00
Inaley, Robert B.....	5 00	Kingsford, Irving B.....	45 00
Irwin, Louis H.....	5 00	Kingsland, Mrs. W. M.....	10 00
Iselin, William & Co.....	10 00	Kingsley, W. S.....	4 00
		Kimney, Morris.....	10 00
J		Kirkham, Mrs. Edward T.....	2 00
Jackson, Mrs. W. H.....	S. R. 5 00	*Kisam, S. H.....	40 00
Jacob, Miss Eleanor V.....	1 00	Kissel, Mrs. Gustav Edward.....	10 00
Jacob, Leonard.....	G. R. 5 00	Knopf, Samuel.....	5 00
James, Mrs. D. Willis.....	100 00	John, Harry.....	5 00
Jameson, E. C.....	25 00	Kohramann, Edward, Leo.....	5 00
Jeandron, W. J.....	5 00	and Joseph.....	10 00
Jeffrey, A. McL.....	3 00	Kouwenhoven, Peter.....	10 00
Jeffrey, A. McL.....	S. R. 2 00	Kress, C. W.....	1 00
Johnson, Mr. & Mrs. B.....	5 00		
Johnson, Miss Amy Bradish.....	G. R. 25 00	Lafin, Mrs. John P.....	5 00
Johnson, Mrs. Francis.....	5 00	Lamont, Miss Elizabeth K.....	50 00
Howe.....	5 00	Landon, Mrs. Henry H.....	10 00
Johnson, Gilbert H.....	50 00	Lane, Miss Alice L.....	15 00
Johnson, Gilbert H.....	S. R. 10 00	Lane, Mrs. Wolcott G.....	25 00
Johnson, J. William.....	5 00	Langhaur, H. L.....	5 00
Johnson, James W.....	25 00	Langsdatter, Anton T.....	1 00
Johnson, Leeds.....	5 00	Langston, John.....	50 00
Johnson, D. V. R.....	10 00	Lanman & Kemp.....	2 00
Johnson, The Misses.....	10 00	Lascoff, J. Leon.....	5 00
Jones, Miss Abbie E.....	10 00	Lasher & Lathrop.....	5 00
Jones, Charles W.....	10 00	Lathers, Miss Agnes.....	10 00
Jones, Mrs. S. Beach.....	5 00	Law, B. W.....	3 00
Josiah, Mrs. Laurens.....	1 00	Lawrence, Charles L.....	G. R. 10 00
Judkins & McCormick Co.....	5 00	Lawrence, Frank R.....	20 00
Judson, Miss Helen.....	G. R. 2 00	Lawrence, Caroline T.....	1 00
Julian, Henry I.....	20 00	Lawrence, John B.....	20 00
Judson, K. L.....	1 00	Lawrence, William V.....	10 00
		Lawrence, Mrs. W.....	5 00
		Leaman, Walter F.....	4 00
		Learned, C. M.....	2 00
K		Leavett, W. F. B.....	1 00
Kane, Miss H. Dorothea.....	10 00	Lee, Mrs. Frederick G.....	8 00
Kane, Mrs. John Innes.....	35 00	Lee, J. L.....	1 00
Kaufman, B.....	10 00		
Kaufman, Mrs. Edward S.....	10 00		

\*Deceased.

Leeb, Alfred.....	\$5 00	Lyons, Charles O.....	S. R.	\$20 00
Leech, Miss Charlotte.....	4 00	Lyster, T. L. B.....		4 00
Leech, Mrs. J. E.....	10 00			
Lefferts, Frederick R.....	25 00		M	
Leffingwell, R. C.....	10 00			
Lehamier, James M.....	10 00	McBurney, Charles I.....		10 00
Lehland, Mrs. Charles H.....	40 00	McCagg, Louis B.....		20 00
Lemlein, Mrs. A.....	2 00	McCann, Mrs. L.....		1 00
Lenox Avenue Unitarian Church, (Women's Alliance).....	10 00	McCarter, Mrs. Robert H.....		1 00
Leone, T. M.....	5 00	McClellan, George B.....		10 00
Lester, Miss M. Elizabeth.....	5 00	McClellan, Mrs. George B.....		10 00
Levy, Ephraim B.....	5 00	McClymonds, Mrs. L. K.....		10 00
Levy, Maurice J.....	2 00	McCConnell, Frank W.....		5 00
Lewis, F. H.....	G. R.	McCready, Mrs. T. L.....		10 00
Lewisohn, Adolph.....	100 00	McCurtcheon, James & Co.....		10 00
Lewisohn, The Misses.....	350 00	McDonald, Mrs. W. J.....		5 00
Lewisohn, Samuel A.....	25 00	McEwan, Thomas, Jr.....	G. R.	2 00
Liebmann, Mrs. Adolf.....	S. R.	McGovern, Miss Eleanor.....	G. R.	5 00
Liebmann, Julius.....	G. R.	McGovern, Miss Grace.....	G. R.	10 00
Liebmann, Julius.....	G. R.	McGovern, Mrs. James.....		5 00
Lighthouse, William I.....	5 00	McKee, Mrs. J. R.....		5 00
Limburg, Herbert R.....	S. R.	McKin, John A.....		10 00
Limburg, Richard.....	15 00	McKinn, Allan.....	G. R.	5 00
Lincoln, Lowell.....	5 00	McLane, Guy R.....		10 00
Lincoln, Mrs. L.....	10 00	McLane, Mrs. James M.....		45 00
Lincoln, Mrs. L.....	G. R.	McLean, Miss Ellen.....		3 00
Lion Brewery of New York.....	1 00	McLean, Miss Ethel L.....		50 00
Litchfield, Eleucus D.....	10 00	McLean, James.....		50 00
Livingston, John G.....	G. R.	McQueen, D. P.....		25 00
Livingston, Miss Julia.....	5 00	Macaroni, Mrs. Miss Maud A.....	G. R.	5 00
Lloyd, Herbert M.....	10 00	Macdonough, Mrs. G. H. S.....		5 00
Lloyd, Miss M. H.....	G. R.	Mac, Mrs. H.....		25 00
Lloyd, Mrs. Shirley.....	G. R.	MacMartin, Malcolm.....		50 00
Lobastinas, William C.....	25 00	MacMurray, Mrs. H. V. A.....		10 00
Locke, John M.....	3 00	Macy, V. E.....	S. S.	25 00
Lockwood, Miss Anna M.....	1 00	Magee, James.....		5 00
Lockwood, Mrs. I. Ferris.....	15 00	Mager, Mrs. F. Robert.....		10 00
Loge & Co., Alexander.....	5 00	Main, William.....		1 00
Logie, Robert.....	10 00	Mandel, Max.....		5 00
Loomis, Mrs. Henry P.....	5 00	Mannier, Charles E.....		5 00
Loomis, Sherman.....	10 00	Manning, Mrs. Dora A.....	S. R.	5 00
Loper Bros.....	5 00	Manning, Mrs. F.....		15 00
Lord, Mrs. Herbert G.....	G. R.	Manning, W. T.....		10 00
Lorentzen, Mrs. Carl C.....	2 00	Manning, Howard.....		5 00
Loveman, Mrs. A. H.....	3 00	Marks, Miss Clara.....	S. R.	10 00
Low, Miss Harriette.....	5 00	Marks, Miss Lucy Ballard.....		5 00
Low, Seth.....	10 00	*Marlor, Henry S.....		5 00
Low, William G.....	25 00	Maron, Otto.....		5 00
Low, Mrs. William G.....	S. R.	Marrow, J. L. B. Co. A.....		2 00
Ludington, Miss Mary L.....	4 00	March, Miss Virginia A.....		2 00
Ludlow, William O.....	10 00	Martin, Alfred W.....		2 00
Ludlum, Albert C.....	4 00	Martin, Mrs. Alfred W.....		2 00
Lupton, Mrs. F. M.....	25 00	Martin, Willis V.....		8 00
Lyford, Mrs. and Mrs. Oliver Smith.....	10 00	Marvin, Mrs. Arthur Tappan.....	G. R.	3 00
Lyle, George W.....	5 00	Marvin, D. M.....		25 00
Lynes, Miss Grace E.....	10 00	Marwick, James.....		5 00
Lyons, Charles O.....	5 00	Mason, Alfred.....		2 00
		Mason, Mrs. G. G.....		25 00
		Mason, Mrs. James.....		50 00
		Massey, Mrs. George.....		5 00

\* Deceased.

Mathews, Mrs. J. R.....	\$7 00	Morgan, Mrs. John B.....	\$10 00	
Mathewson, Douglas.....	S. R.	Morningstar, Charles & Co.....	10 00	
Mathewson, Mrs. Douglas.....	5 00	Morrill, Elizabeth T.....	5 00	
Matheson, Miss Emma B.....	1 00	Morris, Mrs. Henry Lewis.....	5 00	
Mathews, Bishop and Mrs. G. R. S.....	50 00	Morris, Mrs. John A.....	10 00	
Maurice, C. S.....	20 00	Morris, Lewis Spencer.....	15 00	
Maurice, Miss Marion B.....	10 00	Morris, Mrs. William.....	3 00	
Maury, Mrs. Henry Tobin.....	5 00	Morse, Lewis F.....	10 00	
Maynard, Miss Helen Louise.....	5 00	Morton, Mrs. Paul.....	5 00	
Mayo, Miss M. Elizabeth.....	G. R.	Moses, Mrs. Emanuel.....	5 00	
McClary, Miss Lucy.....	S. R.	Mott Iron Works, J. L.....	5 00	
Meierhof, Mrs. E. J.....	S. R.	Mott, Lewis F.....	5 00	
Meighan, Burton C.....	1 00	Mott, William F.....	10 00	
Meigs, Mrs. Ferris J.....	25 00	Mount, Miss Adelaide.....	2 00	
Merriam, Miss A. L.....	7 00	Mount & Woodhull.....	5 00	
Merrick, Elliott T.....	5 00	Mouraille, Mrs. Gustav.....	1 00	
Merrill, Mrs. Charles E.....	1 00	Mouraille, Miss Mathilda.....	2 00	
Merrill, Mrs. Edwin G.....	15 00	Mueller, Charles F.....	5 00	
Merrill, Mrs. I. H.....	5 00	Muller, Adam.....	5 00	
Merrill, Mrs. Payson.....	10 00	Muller, Shall & Co.....	10 00	
Merrill, Mrs. Payson.....	S. R.	Munger, Harry C.....	5 00	
Merrill, Ralph W.....	1 00	Munn, John P.....	15 00	
Meserole, Mrs. C. M.....	6 00	Munnich, Mrs. Arnold.....	2 00	
Messenger, Mrs. Thomas H.....	25 00	Munroe, Mrs. Chester.....	10 00	
Metcalf, Mantion B.....	25 00	Munson, Mrs. Robert H.....	G. R.	10 00
Metropolitan Tobacco Co.....	5 00	Murray, Miss Catherine.....	3 00	
Meyer, Mrs. Max.....	10 00	Myers, Charles J.....	2 00	
Meyer & Co., William.....	10 00	Myers, Mrs. J. K.....	5 00	
Meyers, Edwin L.....	5 00			
Middlebrook, Mr. and Mrs. W.....	2 00		N	
Middleton, C. C.....	20 00	Nathan, Mrs. H. H.....	10 00	
Miles, Miss Sally B.....	G. R.	Nevan, Mrs. Charles.....	5 00	
Miles, Samuel A.....	10 00	Nelson, Charles N.....	5 00	
Miller, Mrs. Alexander.....	10 00	New, A.....	2 00	
Miller, George Maccullock.....	G. R.	Newcomb, Warren P.....	G. R.	5 00
*Miller, Henry.....	5 00	Newmark, Mrs. C.....	S. R.	3 00
Miller, Rudolph P.....	G. R.	Nichols, Mrs. John W. T.....	5 00	
Miller, Mrs. Emma C.....	10 00	Nichols, Morton C.....	G. R.	5 00
Miller, Mrs. Emma C.....	G. R.	Nichols, William H.....	10 00	
Milligan, Charles.....	10 00	Nielsen, Sophus.....	S. R.	5 00
Minford, Miss Agnes A.....	5 00	Nielsen, William.....	S. R.	5 00
Mitchell, Mrs. Ernest.....	5 00	Norrie, Mrs. E. L. B.....	G. R.	5 00
Mitchell, Mrs. John Murray.....	10 00	Norrie, Miss Mary.....	S. R.	20 00
Mix, Robert J.....	5 00	North, Nelson L.....	G. R.	5 00
Moeller, Miss Hannah.....	3 00	Northrup, Mrs. William P.....	3 00	
Mollet, R. Burnham.....	35 00	Norton, Mrs. Frank L.....	5 00	
Moller, Edwin Clarence.....	2 00		O	
Montant, Alphonse.....	5 00	Oakley, Alonzo Gore.....	G. R.	5 00
Montgomery, James M.....	10 00	Oberndorf, David.....	10 00	
Moody, Harry A.....	2 00	O'Connor, J. C.....	G. R.	10 00
Moore, Mrs. Frank W.....	10 00	Oelrichs & Co.....	10 00	
Moore, George G.....	5 00	Ogden, Mrs. Charles W.....	10 00	
Moore, Miss K. T.....	10 00	Ogden, Mrs. Charles W.....	G. R.	50 00
Morehouse, Miss Clara.....	1 00	Ogden, Mrs. F.....	10 00	
Morgan, Miss George.....	2 00	Ogden, Miss Mary L.....	10 00	
Morgan, Mrs. Edith P.....	G. R.	Ogle, Mrs. P.....	G. R.	10 00
Morgan, J. P.....	50 00	Oleott, Dudley.....	25 00	
Morgan, Mrs. J. P.....	40 00	Oleott, Mrs. E. E.....	10 00	

\* Deceased.



Olcott, George M.	\$25 00	Pell, James D.	\$10 00
Olcott, Mason	5 00	Pennington, Joseph P.	15 00
Olmeda, Mrs. James F.	G. R. 1 00	Perkins, Mrs. G. W.	5 00
Olney, Mrs. Peter B.	1 00	Perkins, Mrs. George W.	S. R. 25 00
Olyphant, F. M.	1 00	Perkins, Mrs. Gilman H.	10 00
Olyphant, R. M.	10 00	Peters, Miss Alice R.	10 00
O'Neill, Mrs. Hugh	10 00	Peters, Mrs. F. McK.	10 00
Opdycke, Mrs. Emerson	10 00	Peters, Mrs. W. R.	5 00
Opdyke, William S.	5 00	Peterson, Mrs. Wilson.	20 00
Openhym, Miss A.	10 00	Plaster & Vogel Leather Co	5 00
Openhym, W. A.	20 00	Phelps, Miss Eleanor Shef-	45 00
Openhym, William & Sons.	10 00	field.	G. R. 5 00
Oppenheimer, Henry S.	15 00	Phelps, Mrs. M. Von R.	25 00
Osborn, Mrs. George W.	1 00	Phelps, Mrs. Stowe	G. R. 3 00
Osborn, Mrs. W. W.	10 00	Phelps, Mrs. W. W.	45 00
Osborn, William Church	75 00	Phiblin, Eugene A.	25 00
Osborne, David Munson.	1 00	Phipps, Miss Ada.	5 00
Otis, Miss Alla	5 00	Pierrepont, Miss Julia J.	20 00
Otley, James H.	10 00	Pierrepont, Mrs. R. Stuy-	10 00
Ourcault, R. F.	10 00	vesant.	G. R. 10 00
		Pillot, Miss Matilda L.	G. R. 2 50
		Pitkin, Mrs. Albert J.	25 00
		Pitney, Mrs. J. O. H.	10 00
		Platt, Willard H.	5 00
		*Plaut, Albert	10 00
		Pohlmann, George	2 00
		Polk, Mrs. William M.	25 00
		Pollak, Gustav	5 00
		Pomroy, Mrs. Henry K.	50 00
		Pope, Mrs. Charles Frank.	10 00
		Pope, Miss E. A.	5 00
		Porter, A. J.	5 00
		Porter, Mrs. Clarence.	10 00
		Porter, Mrs. H. Hobart.	5 00
		Post, Abram S.	5 00
		Post, Andrew	5 00
		Post, Mrs. Carroll J.	5 00
		Post, Charles M.	G. R. 10 00
		Post, James H.	25 00
		Porter, Mrs. Edward T.	5 00
		Porter, Miss G. H.	5 00
		Powell, Wilson M. Jr.	50 00
		Powers, Kilburn	1 00
		Pratt, Mrs. Charles	25 00
		Pratt, Mrs. George Dupont	G. R. 25 00
		Pratt, Miss Margaret R.	10 00
		Pratt, S.	5 00
		Presbrey, Miss Alice	3 00
		Presbrey, C. H. H.	5 00
		Presbrey, Mrs. Frank	15 00
		Presbrey, Mrs. Frank	S. R. 20 00
		Preston, Mrs. Veryl	1 00
		Proctor, Mrs. and Mrs.	5 00
		Thomas R.	G. R. 10 00
		Progressive Cycle & Auto-	
		mobile Supply Co.	2 00
		Proctor, Mrs. Alexander	5 00
		Pryor, Mrs. S. M.	2 00
		Purtington, Miss Amelia J.	5 00
		Putnam's, G. P. Sons.	5 00
		Pyne, Mrs. M. Taylor.	10 00

\* Deceased.

Rainsford, W. T. R		Rosenbaum, Selig	\$10 00
Rankine, William B.	G. R. \$5 00	Rosenbaum, Solomon G.	10 00
Ransom, Mrs. Paul C.	15 00	Rosenfeld, Edward L.	6 00
Ransom, Mrs. G. W.	2 00	Ross, W. A. & Bros.	10 00
Raux, Marie Louise	G. R. 5 00	Rosbach, Jacob	5 00
Rathborne, Richard C.	S. R. 5 00	Rowley, L. A.	2 00
Raven, Anton A.	25 00	Royce, James C.	5 00
Raymond, Rosette W.	20 00	Ruckstuhl, F. W.	G. R. 1 00
Read, William A.	25 00	Ruch & Co.	10 00
Reckitt's	25 00	Rushmore, J. D.	2 00
Redmond, Miss	20 00	Russell, Mrs. Howland	16 00
Reed, Henry	G. R. 5 00	Russell, Mrs. Howard	S. R. 8 00
Remington, Mrs. Frederic	10 00	Russell, James W.	4 00
Remington, H. W.	1 00	Russell & Erwin Mfg Co.	5 00
Remsen, Miss Margaret S.	10 00		
Remsen, Miss Margaret S.	S. R. 5 00		
Remsen, Mrs. R. G.	G. R. 10 00	St. James P. E. Church	25 00
*Requa, Mrs. H. M.	10 00	Sabin, Charles H.	20 00
Reuter, Mrs. Robert	10 00	Sackett, Henry W.	10 00
Reynolds, George A.	15 00	Sage, Dean	275 00
Rhoades, Miss J. H.	10 00	Sage, Dean	A. S. 400 00
Rhoades, Miss Nina	10 00	Sage, Mrs. Russell	100 00
Rich, Earl C.	2 00	Sage, S. A.	1 00
Richard, Miss Elvina	75 00	Sahler, Miss Helen G.	8 00
Richard, Harold C.	G. R. 10 00	Saks, Isadore.	10 00
Richards, E. G.	2 00	Saks & Co.	5 00
Richards, Edward C. M.	S. R. 1 00	Samuels, Frank H.	3 00
Richards, Mrs. Howard, Jr.	6 00	Sandis, Mrs. James	2 00
Richardson, M. T.	10 00	Sandis, Mrs. Philip J.	G. R. 10 00
Richardson, Samuel W.	G. R. 10 00	Sanford, Edward F.	5 00
Richardson, Mrs. William J	2 00	Sanger, Mr. and Mrs. Wil-	
Riggs, Mrs. B. C.	G. R. 5 00	liam C.	G. R. 5 00
Riggs, George C.	2 00	Satterlee, Mrs. G. B.	G. R. 10 00
Ripley, Miss Susan	5 00	Satterthwaite, Mrs. Pen-	
Rives, George L.	20 00	nington	5 00
Rives, Mrs. W. C.	5 00	Satterthwaite, Mrs. Thos.	
Robbins, Percy A.	25 00	Saul Charles R.	15 00
Roberts, Theodore	30 00	Saunders, Arthur C.	5 00
Roberts, John E.	5 00	Saunders, Mrs. Henry R.	G. R. 5 00
Roberts, Mrs. Maria L.	35 00	Sawyer, Decatur M.	10 00
Roberts, Mrs. Maria L.	S. R. 3 00	Sawyer, Mrs. H. E.	5 00
Robinson, Mrs. Douglas	5 00	Sayre, Miss Mary Hall	7 00
Robinson, Eli K.	25 00	Sayres, Gilbert V.	1 00
Robinson, Mrs. May	S. R. 5 00	Schelling, Mrs. Ernest	S. R. 10 00
Robinson, Mrs. R. E.	5 00	Schenck, Miss H. Wilhelm-	
Robinson, Mrs. Thomas D.	2 00	miss	1 00
Rockefeller, John D.	500 00	Schenck, Mrs. J. Frederick	G. R. 5 00
Rockefeller, John D., Jr.	S. R. 50 00	Schermerhorn, F. A.	50 00
Rockwood, Miss Katherine	5 00	Scheffelin, William J.	25 00
		Scheffelin, Mrs. William J. S. R.	5 00
		Schiff, Jacob H.	100 00
		Schiff, Jacob H.	S. R. 30 00
		Schiff, Mortimer L.	25 00
		Schmid, Clarence	5 00
		Schnabel, Miss Laura	5 00
		Schnabel, Miss Laura	S. R. 3 00
		Schneewind, Heinrich	10 00
		Schoningh, M. E.	20 00
		Schule, Melville H.	25 00
		Schubert, W. H.	5 00

\* Deceased.

Schulteis, Henry.....	\$2 00	Slade, Francis Louis.....	\$5 00
Schuyler, Miss Georgina.....	5 00	Slade, Marshall P.....	G. R. 10 00
Schuyler, Miss Louisa Lee.....	5 00	Slater & Townsend, The	
Schwab, Miss Emily.....	10 00	".....	G. R. 5 00
Schwartzbach, Robert J.....	10 00	".....	5 00
F.....	5 00	Sloan, Mrs. Bronson B.....	5 00
Scott, Donald.....	10 00	Sloan, Mrs. William Dougl-	
Scott, George Isham.....	25 00	".....	G. R. 25 00
Scott, Mrs. George S.....	45 00	Smith, Thomas.....	10 00
Scott, Mrs. George S.....	S. R. 10 00	"Smith, A. Alexander.....	5 00
Scott, Miss Louise B.....	25 00	Smith, Mrs. A. Alexander.....	5 00
Scott, Walter.....	10 00	Smith, Albert A.....	S. R. 6 00
Scoville, Miss Edith.....	10 00	Smith, Mrs. Alfred H.....	5 00
Scoville, Miss Grace.....	S. R. 25 00	"Smith, Mrs. Andrew A.....	5 00
Scribner, Mrs. Arthur H.....	15 00	Smith, Mrs. C. W.....	5 00
Scribner, Mrs. Arthur H.....	25 00	Smith, Miss Clara A.....	S. R. 2 00
Scribner, Mrs. Arthur H.....	15 00	Smith, Eugene.....	G. R. 5 00
Scribner, Mrs. James A.....	G. R. 5 00	Smith, Mrs. Fitch W.....	5 00
Scribner, Mrs. James A.....	5 00	Smith, Howard C.....	10 00
Scribner, Mrs. James A.....	5 00	Smith, Miss Madeline D.....	5 00
Scribner, Mrs. James A.....	5 00	Smith, Pierre J.....	15 00
Scribner, Mrs. James A.....	5 00	Smith, Mrs. Pierre J.....	5 00
Scribner, Mrs. James A.....	5 00	Smith, Mrs. W. Wheeler.....	10 00
Scribner, Mrs. James A.....	5 00	Solomon, Elias L.....	1 00
Scribner, Mrs. James A.....	5 00	Sommerstein, Edwin.....	10 00
Scribner, Mrs. James A.....	5 00	Soper, Frederick D.....	10 00
Scribner, Mrs. James A.....	5 00	Sorchan, Mrs. Charlotte H.....	G. R. 25 00
Scribner, Mrs. James A.....	5 00	Sorchan, Miss Louisa B.....	G. R. 10 00
Scribner, Mrs. James A.....	5 00	Sousa, John Philip.....	8 00
Scribner, Mrs. James A.....	5 00	Spear, Mrs. E. Louis Dean.....	1 00
Scribner, Mrs. James A.....	5 00	Spencer, Charles H.....	10 00
Scribner, Mrs. James A.....	5 00	Spencer, George.....	G. R. 10 00
Scribner, Mrs. James A.....	5 00	Speranza, Gino C.....	30 00
Scribner, Mrs. James A.....	5 00	Sperry, W. M.....	10 00
Scribner, Mrs. James A.....	5 00	Speyer & Co.....	10 00
Scribner, Mrs. James A.....	5 00	Speyers, Mrs. J. B.....	25 00
Scribner, Mrs. James A.....	5 00	Spool Cotton Co., The.....	15 00
Scribner, Mrs. James A.....	5 00	Spring, Miss Anna R.....	S. R. 2 00
Scribner, Mrs. James A.....	5 00	Spring, Miss Anna R.....	S. R. 2 00
Scribner, Mrs. James A.....	5 00	Squabb, Miss Margaret R.....	2 00
Scribner, Mrs. James A.....	5 00	Squire, George H. Jr.....	10 00
Scribner, Mrs. James A.....	5 00	Stackhouse, Henry W.....	3 00
Scribner, Mrs. James A.....	5 00	Stahl, Adolph.....	10 00
Scribner, Mrs. James A.....	5 00	Stanhish, Mrs. Myles.....	S. R. 25 00
Scribner, Mrs. James A.....	5 00	Stanhish, Mrs. Myles.....	S. R. 10 00
Scribner, Mrs. James A.....	5 00	Star Waist & Dress Co.....	2 00
Scribner, Mrs. James A.....	5 00	Starr, Miss Frances.....	G. R. 5 00
Scribner, Mrs. James A.....	5 00	Starr, Louis M.....	1 00
Scribner, Mrs. James A.....	5 00	Stauffen, Mrs. E.....	2 00
Scribner, Mrs. James A.....	5 00	Stebbins, E. Vail.....	2 00
Scribner, Mrs. James A.....	5 00	Stebbins, George C.....	G. R. 2 00
Scribner, Mrs. James A.....	5 00	Stedman, John H.....	5 00
Scribner, Mrs. James A.....	5 00	Steed, Charles.....	S. R. 10 00
Scribner, Mrs. James A.....	5 00	Steele, James A.....	S. R. 3 00
Scribner, Mrs. James A.....	5 00	Steele, James A.....	20 00
Scribner, Mrs. James A.....	5 00	Stein, Miss Helen A.....	2 00
Scribner, Mrs. James A.....	5 00	Steinhardt, Henry.....	10 00
Scribner, Mrs. James A.....	5 00	Stern, Benjamin.....	5 89
Scribner, Mrs. James A.....	5 00	Stern, Charles.....	5 89

\* Deceased.

Stetson, Francis Lynde.....	\$200 00	Thacher, Mrs. A. G.....	G. R.\$10 00
Stetson, Francis Lynde.....	S. R. 25 00	Thacher, Mrs. Thomas D.....	15 00
Steuier, Max D.....	10 00	Thaw, J. C.....	20 00
Stevens, Mrs. Hyam K.....	10 00	Thiele, E.....	10 00
Stevens, Miss Josephine S.....	5 00	Thieriot, Mrs. C. H.....	G. R. 3 00
Stevenson, Mrs. Richard W.....	5 00	Thomas, Mrs. Allen M.....	5 00
Stewart, Lispernad.....	25 00	Thomas, Mrs. Howard Lap-	
Stewart, W. R.....	10 00	".....	10 00
Stickney, Henry A.....	5 00	".....	2 00
Stiefel, Mrs. I.....	1 00	Thompson, Mrs. C. L.....	10 00
Stimlan, Miss C. R.....	10 00	Thompson, Mrs. F. F.....	10 00
Stimlan, Mrs. Lewis A.....	10 00	Thompson, H. C.....	S. R. 5 00
Stine, J. R. & Co.....	10 00	Thompson, Mrs. Joseph F.....	10 00
Stites, Ernest M.....	45 00	Thompson, Mrs. Lewis S.....	10 00
Stites, Ernest M.....	S. R. 25 00	Thomson, George M.....	5 00
Stokes, Mrs. Anson Phelps.....	100 00	Thomson, John W.....	10 00
Stone, Miss Annie.....	1 00	Thornburn, Mrs. J. M.....	4 00
Stone, Miss Ellen J.....	25 00	Thorn, Mrs. M.....	10 00
Stone, Miss Emma.....	5 00	Thorne, Miss E. A.....	10 00
Storer, Albert H.....	5 00	Thorne, Jonathan.....	50 00
Storer, Mrs. Albert H.....	5 00	Thorne, Jonathan.....	G. R. 25 00
Storey, Miss Lydia M.....	5 00	*Thorne, Samuel.....	25 00
Storts, William A.....	1 00	Thorne, Mrs. Samuel.....	5 00
Straight, Willard D.....	5 00	Thorne, William V. S.....	5 00
Straight, Mrs. Willard D.....	G. R.100 00	Thurn, Mrs. S. C.....	5 00
Strauss, Albert.....	10 00	Thurston, Miss Amy R.....	1 00
Strauss, J.....	5 00	Tiebout, Miss Margaret B.....	25 00
Strong, Mrs. J. R.....	20 00	Tiemann, Mrs. Ella A.....	10 00
Strong, Selah B.....	5 00	Tilford, Mrs. H. M.....	G. R. 5 00
Strong, Mr. and Mrs. Thos.....	5 00	Tilford, Mrs. H. M.....	S. R. 10 00
Stroock, Louis S.....	5 00	Tilman, W. H.....	S. R. 1 00
Stuyvesant, A. Van H.....	25 00	Timpson, Mrs. James.....	10 00
Stuyvesant, Miss A. W.....	20 00	Tisch, Charles.....	1 00
Sullivan, A. B.....	S. R. 1 00	Titus, Henry.....	10 00
Sullivan, Mrs. E. S.....	20 00	Tob, Mrs. J. Kenney.....	5 00
*Sullivan, Miss Isabella.....	20 00	Todd, W. Parsons.....	2 00
Sullivan, Mrs. James.....	5 00	Tomkins, Calvin.....	5 00
Sullivan, Mrs. M. Louise.....	10 00	Tompkins, Hamilton, B.....	S. R. 25 00
Sullivan, William H.....	G. R. 2 00	Tompkins, Hamilton, B.....	S. R. 10 00
Susquehanna Silk Mills.....	10 00	Tompkins, Mrs. William W.....	45 00
Sutro, L.....	2 00	Tompkins, Mrs. William W.....	S. R. 5 00
Swain, Edward A.....	5 00	Torrence, George.....	G. R. 2 00
Swan, Mrs. Lyndon M.....	5 00	Towne, F. B.....	10 00
Sweetland, Mrs. Clara A.....	10 00	Townsend, Isaac.....	25 00
Swezey, Mrs. Christopher.....	5 00	Townsend, Mrs. T. G.....	2 00
Swift, Walker E.....	3 00	Travers, George.....	10 00
		Tredwell, E. A.....	10 00
		Troecher, A. F.....	20 00
		Trowbridge, Mrs. J. A.....	G. R. 5 00
		Trusdale, W. E.....	2 00
		Tuck, Mrs. Henry.....	5 00
		Tucker, Mrs. John E.....	5 00
		Tuckerman, Alfred.....	30 00
		Tuckerman, Mr. and Mrs.....	5 00
		".....	5 00
		Turnbull, Miss Alice.....	5 00
		Turnbull, Mrs. Arthur.....	5 00
		Turnbull, Mrs. Ethel.....	10 00
		Turnes, Mrs. Herbert.....	20 00
		Turraute, Mrs. George E.....	G. R. 20 00
		Tuska, Mrs. Morris.....	2 00

\* Deceased.

Tyler, Mrs. Walter L.	\$5 00	Walworth, Miss Ellen	
Tyrell, Charles A.	G. R. 5 00	Hardin	G. R. \$1 00
U			
Ulmann, Mrs. Morris S.	9 00	Wanamaker, John	10 00
Ulmann, Carl J.	30 00	Ward, Mrs. Felix M.	S. R. 45 00
Ulmann, Ludwig	2 00	Ward, Miss Catherine C.	1 00
Underhill, Mrs. A. C. U.	5 00	Ward, Mrs. Edgar Bethune	1 00
Underhill, Miss Annie E.	G. R. 5 00	Ward, Mrs. George C.	25 00
Underhill, W. P.	10 00	Ward, George M.	10 00
Underhill, Mrs. Walter M.	35 00	Ward, George W.	25 00
United States Bang Mig. Co.	4 00	Ward, John Seely	10 00
Untermyer, Samuel	A. S. 200 00	Wardwell, Allen	25 00
Unz & Co.	5 00	Warren, Mrs. E. W.	5 00
Upham, Mrs. Elizabeth K.	10 00	Warren, W. W.	1 00
Uppohn, Richard Russell	1 00	Warner, Walter Phelps	1 00
V			
Valentine, Mrs. Patrick A.	S. R. 50 00	Washburn, William Ives	20 00
Van Beuren, Mrs. Frederick T.	10 00	Washburn, Mrs. William Ives	15 00
Van Brunt, Jeremiah R.	5 00	Watson, C. W.	15 00
Vanderlip, F. A.	A. S. 200 00	Watson, Miss Gertrude	5 00
Van Dyke, Mrs. Henry	G. R. 2 50	Watson, Mrs. J. Henry	10 00
Van Emburgh, Mr. & Mrs. D. B.	G. R. 50 00	Watson, Mrs. James S.	40 00
Van Gerbig, Mrs. Barend	25 00	Watts, Mrs. M. S.	3 00
Van Ingen, Mrs. E. H.	15 00	Wayland, John Elton	25 00
Yann, Irving G.	5 00	Wayland, T. C.	5 00
Van Nest, Mrs. Frank R.	10 00	Webb, J. W.	10 00
Van Raalte, Z.	10 00	Weber, Adna F.	2 00
Van Santvoord, Miss Anna T.	40 00	Weber, Herman	S. R. 3 00
Van Santvoord, Miss Edith	G. R. 1 00	Webster, Mrs. Albert L.	10 00
Van Valkenburg, Mrs. Carl-ton	3 00	Webster, Benjamin	1 00
Van Wazer, Marcus S.	10 00	Weed, George E.	10 00
Van Winkle, Miss M. D.	1 00	Weil, Isaac	5 00
Van Winkle, Miss M. S.	2 00	Wein, Max C.	2 00
Varnum, Miss H. L.	10 00	Weinberg, Mrs. Charles	5 00
Varnum, Mrs. James M.	5 00	Weiss, M. S.	S. R. 1 00
Verdi, Mrs. C. M. deS.	20 00	Wells, Benjamin	G. R. 10 00
Victor, Mrs. George F.	10 00	Wellington, Miss Elizabeth R.	100 00
Victor, Thomas F.	20 00	Wells, Mrs. Cornelius L.	5 00
Villard, Mrs. Henry	5 00	Wells, Miss Helen T.	5 00
Villard, Oswald G.	5 00	Wells, Henry C.	5 00
Voorhes, James D.	3 00	Wells, Mrs. H.	5 00
W			
Wadhams, Frederick E.	1 00	Wells, Miss Gertrude C.	15 00
Waixel, Miss Carrie	S. R. 10 00	Wemple, Mrs. S. J.	5 00
Wakeman, Miss Isabella	1 00	Wemple, W. Y.	35 00
Walbridge, Henry D.	10 00	Wendt, Alfred	5 00
Walcott, Mrs. Frederic C.	G. R. 10 00	Wendley, Robert E.	G. R. 5 00
Walrus, Miss Ruth	10 00	Wertham, Jacob	25 00
Walker, Mrs. Emily Sheldon	S. R. 15 00	Wheeler, Edward J.	8 00
Walker, F. W.	15 00	Wheeler, Miss Emily M.	10 00
Walker, H. L.	5 00	Wheeler, Miss Laura	2 00
Walsh, Mrs. Charles H.	G. R. 2 50	White, Alexander M.	10 00
Walter, Martin	2 00	White, Alfred T.	10 00
		White, Miss Caroline	10 00
		White, Miss Frances E.	50 00
		White, Mrs. Harold T.	15 00
		White, Miss Henrietta	10 00
		White, Horace	10 00
		White, Miss Mary W.	10 00
		White, Miss Mary	3 00
		White, W. A.	45 00
		Whitehead, Mrs. Edith H.	S. R. 1 00
		Whitehouse, Mrs. J. H.	20 00

Whitlock, Miss M. G.	\$15 00	Withers, Mrs. Creighton	\$5 00
Whitman, Mrs. Eben E.	G. R. 3 00	Woershoffer, Mrs. Anna	25 00
Whitney, J. B.	10 00	Woff, Mrs. Clara F.	20 00
Whitney & Co., J. F.	2 00	Woff, Mrs. J. R.	5 00
*Whitney, G. W.	5 00	Woff, Louis	10 00
Wiener, Mrs. Charles	1 00	Wollman, Henry W.	S. R. 8 00
Wilkinson, E. T.	5 00	Wood, James	10 00
Wilkinson, Thomas F.	2 00	Wood, Mrs. William Halsey	7 00
Wilson Bros. & Co.	20 00	Wood, Wood	15 00
Wilks, M. A.	G. R. 5 00	Woodman, R. H.	2 00
Wilcox, William G.	15 00	Woodruff, Ernest Hall	G. R. 1 00
Willcox, Mrs. William G.	10 00	Wood, Henry	5 00
Willson, Mrs. W. Fred.	1 00	Woolley, George I.	2 00
Williams, Anna W.	2 00	Woolley, Mrs. J. V. S.	2 00
Williams, Mrs. Charles M.	G. R. 5 00	Woods, Mrs. Park M.	5 00
Williams, Howard H.	1 00	Wormser, Louis	10 00
Williams, James D.	G. R. 5 00	Wright, Miss Sarah U.	S. R. 1 00
Williamson, Miss Mary B.	G. R. 2 50	Wright, T. C. M.	5 00
*Wills, Charles T.	10 00	Wright, W. J.	1 00
Wimerding, Mrs. L. K.	5 00	Wyckoff, Mrs. P. B.	5 00
Wilson, Mrs. A. J.	1 00	Y	
Wilson, Orme Jr.	10 00	Young, Mrs. A. Murray	20 00
Wilson, R. Thornton	2 00	Young, Mrs. R. J.	G. R. 10 00
Wiseburgh, H.	10 00	Yulee, Mrs. C. W.	G. R. 5 00
Wineburgh, M.	5 00	Z	
Winkhaus, Mrs. Augusta C.	10 00	Zabriskie, Andrew C.	20 00
Winslow, Edward D.	G. R. 2 00	Zabriskie, Mrs. C.	30 00
Winthrop, Egerton L.	50 00	Zabriskie, Mrs. George	35 00
Winthrop, Mrs. Greenville	10 00	Zabriskie, George	S. R. 5 00
Winthrop, Miss Muriel	5 00	Zehnder, Mrs. C. H.	5 00
Wiske, F. E.	1 00	Zentler, Arthur	2 00
Wisner, Charles	10 00		
Wisner, Miss E. H.	15 00		
Witberbee, Mrs. Frank S.	45 00		

\*Deceased.

## ANONYMOUS CONTRIBUTIONS.

1 of \$100	\$100 00	1 of \$5	S. R. \$5 00
1 of \$75	G. R. 100 00	3 of \$3	G. R. 3 00
1 of \$50	S. R. 50 00	1 of \$1	G. R. 3 00
1 of \$25	25 00	3 of \$2	6 00
1 of \$24	S. R. 24 00	1 of \$2	G. R. 2 00
1 of \$20	S. R. 20 00	7 of \$1	7 00
6 of \$10	G. R. 60 00	9 of \$1	G. R. 9 00
1 of \$10	G. R. 10 00	2 of \$1	S. R. 2 00
2 of \$5	G. R. 10 00	J	3 00
2 of \$5	S. R. 10 00	A. W.	11 00
2 of \$5	G. R. 10 00	B. G.	20 00
2 of \$2	4 00	C. S.	50 00
3 of \$2	S. R. 6 00	C. W.	10 00
1 of \$1	1 00	F. S.	10 00
1 of \$1	G. R. 1 00	C. D.	S. R. 1 00
7 of \$1	S. R. 7 00	L. R.	5 00
2 of \$50	1 00	M. M.	S. R. 1 00
**Cash** contributions:			
1 of \$20	20 00	C. B. R.	10 00
1 of \$10	10 00	C. S. S.	50 00
2 of \$10	G. R. 20 00	D. P. F.	10 00
1 of \$5	5 00	D. W. C.	4 00

E. E. A.	\$10 00	In Memory of my beloved	
G. W. W.	10 00	husband, William E.	
J. S. P.	S. R. 1 00	Damon	\$5 00
R. W. S.	3 00	In Memory of J. Weinman	1 00
S. F. H.	20 00	In Memory of my friends,	
W. D. B.	5 00	Samuel J. Barrows	10 00
Y. T. L.	S. R. 10 00	A Friend	50 00
Q. B. O. Z.	S. R. 5 00	A Friend	10 00
"Acorn"	S. R. 5 00	A Friend	G. R. 5 00
"Acorn"	S. R. 10 00	A Friend	2 00
Amigo	2 00	A Friend	S. R. 2 00
In His Name	G. R. 10 00	A Friend	G. R. 1 00
In Memory of Miss Isabel		Three Friends	5 00
Bogert	10 00	Sympathizer	10 00

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

A Friend.	Ludlam, George P.
Allen, Miss A. E.	Lum, Miss Elizabeth M.
Bayne, Miss Virginia Lee.	McClassin, Mr.
Bishop, R.	McPherson, Mrs.
Blun, Mrs. S.	Mali, Mrs. P.
Carpenter, Miss Florence.	Merriam, Mrs. A. L.
Cholsm, B. Ogden.	Miller, Mrs. A.
Cohen, Joseph.	Mýgatt, Mrs. L. C.
Davidson, Miss.	New, Mrs.
Fackler, Edward B.	Opler, Miss May.
Fahnstock, Mrs. E.	Presbyer, Mrs.
Foote, Miss Frances J.	Reynolds, Mr.
Glover, Mrs. H. B.	Ritz-Carlton Hotel.
Howes, Rev. Dr. R. W.	Sergeant, Mrs. J. E.
Howson, Hubert.	Sidenberg, Mrs.
Hoyt, Miss G. L.	Steinway, Mrs.
Jackson, Dr. G. P.	Stevenson, Mrs. R. W.
Jackson, Mrs. George T.	Thacher, Lothrop.
Jaewes, Mrs. L. J.	Thacher, Mrs. Lothrop.
Jones, W. Strocher.	Thompson, Miss.
Kaempfer, Mrs.	Tucker, S. A.
Kaufman, Mrs.	Tucker, Mrs. S. A.
Kendall, Miss.	Vail, Mrs. O. W.
Kronberg, Miss E.	Walker, Mrs. Emily S.
Lindheim, Mrs. N. R.	Zabiskie, Andrew C.

#### CONSTITUTION AND BY-LAWS.

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

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

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

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

#### ARTICLE FIRST.

The objects of the association shall be:

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

#### ARTICLE SECOND.

The officers of the society shall be a president, vice-presidents, a recording secretary, a corresponding secretary, and a treasurer, and

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

## ARTICLE THIRD.

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

## ARTICLE FOURTH.

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

## ARTICLE FIFTH.

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

## ARTICLE SIXTH.

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

## ARTICLE SEVENTH.

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

## ARTICLE EIGHT.

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

## ARTICLE NINTH.

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

## ARTICLE TENTH.

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

## ARTICLE ELEVENTH.

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

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

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

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

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

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

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

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

## BY-LAWS.

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

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

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

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

1. Election of chairman and secretary
2. The reading of the minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.
5. Report of corresponding secretary on the work of the year.
6. Annual report of the treasurer.

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

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

3. Reports from standing committees.
4. Report from the corresponding secretary.
5. Reports from special committees.
6. Report from the general agent.
7. Miscellaneous business.

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

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

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

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

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

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

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

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

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

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

*The Reserve Fund.*—The reserve fund shall consist of such sums as may be set aside from the general fund from time to time by the executive committee for investment. Whenever any part of the reserve fund shall be appropriated by the executive committee,

such sum shall be immediately transferred to the general fund. The endowment and reserve funds shall be under the immediate direction and control of the committee on finance, and all investments of these funds shall be ordered by the committee. The treasurer of the association shall be a member and act as the treasurer of the committee on finance, and shall be responsible for the safe-keeping of the sureties of the endowment and reserve funds.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

5. To consider the internal organization of the management of prisons, and the physical and moral influences to be exerted on the prisoners during their confinement, to report upon their health, reformation, upon convict labor, administration and internal police, on the comparative merits of different prison systems, and on the visitation of prison and houses of reformation.

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

XIV. It shall be the duty of the committee on house to care for the maintenance of the real estate of the association.

XV. It shall be the duty of the committee on library to see that it is properly housed and catalogued and to take steps for its increase.

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

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

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



THE  
NEW DAY IN PRISON REFORM

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[1915]

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SEVENTY-FIRST ANNUAL REPORT  
OF THE  
PRISON ASSOCIATION  
OF NEW YORK  
135 EAST 15TH STREET, NEW YORK

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PART TWO  
INSPECTIONS OF CORRECTIONAL INSTITUTIONS

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ALBANY  
J. B. LYON COMPANY, PRINTERS  
1916

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## INSPECTIONS.

## AUBURN PRISON FOR MEN, AUBURN.

INSPECTED APRIL 24, 1915, BY E. R. CASS.

The warden is Charles F. Rattigan. He is assisted by principal keeper Martin.

In 1816, because of the inadequate accommodations in the Newgate Prison in New York City, a commission was appointed to build an additional prison at Auburn. The commission, consisting of three members, proceeded with such promptness and energy that some cells were ready at Auburn in the winter of 1817. Convicts were then transferred to aid in the work of construction and in 1818 the main building and one wing were finished. The cells were designed for two prisoners and there were twenty-eight compartments, intended to hold ten to twenty prisoners each. At first there was the same sort of discipline as at Newgate in New York City. The convicts were employed in the workshops during the day and kept in groups at night. The officials at Auburn Prison were anxious to improve the methods, because healthful discipline was impossible in buildings so arranged. From the necessity of improvement came the changes that in their entirety made the celebrated "Auburn System." The cardinal principle of this system is the separate cell arrangement. This was authorized by the Legislature of this State in 1819, and it is said to have been the first law for separate imprisonment, although priority is sometimes claimed for another State. In this period the utilization of convict labor in the construction of prisons was introduced.

Auburn Prison is now the oldest in this State. The cell arrangement and construction remain about the same as when first erected. That is, the small, inadequately lighted and ventilated stone vault-like type of cells exist throughout the institution, and they are massed in the huge solid stone cellblocks. The cellhouses and the administration building make a "U"-shaped structure. The cellhouses extend east and west on the north and south sides, and are joined by a cross-arm section on the east side, running north and south. Aside from the decidedly antiquated and unhealthy type of cell construction, the proper classification and segregation of the inmates is seriously handicapped because the institution, built on

the congregate plan, is practically under one roof, thus making it necessary to confine usually more than 1,200 men of all classes and types in close proximity to each other. This condition is now generally recognized as a serious handicap in the treatment of the inmates in our State prisons.

The total population at the prison at the time of inspection numbered 1,484, classified as follows: Grade A, 1,347; Grade B, 126; Grade C, 8; awaiting execution, 3.

Of this number there were 36 in the hospital and 3 men in the jail. In the hospital at the time of inspection there was a total of 52 beds. Of this number, 36 were occupied by patients and 16 by nurses and hospital kitchen help. Unfortunately, in our State prison hospitals a very large number of beds are occupied by hospital help and a comparatively small number by patients. It is undoubtedly true that in this particular prison there are some men occupying the unsanitary cells who should be accommodated in the hospital but cannot be, first, because of the inadequate accommodations, and secondly, because it seems necessary to provide so many beds for hospital attendants.

A room adjacent to the execution chamber is known as the jail. In it there are three or four cells. The interior of the cells is dark and the room in which they are situated is so inadequately supplied with natural light that it is necessary to resort to artificial light when entering it. The room is ventilated by a natural draught from one or two windows on one end and the cells receive air not in a direct line, but through a small hole in the top of each and through the closely arranged bar work of each cell door. Even with the electric light on in the room, it is necessary to enter each cell in order to get a good view of the inmate. When the inspector entered the room the atmosphere was most vile. The prisoners in the cells were conversing and expressing their thoughts with a very liberal amount of profanity. When seen in the cells they appeared almost as animals. Their clothing was disarranged and torn, their hair dishevelled, their faces besmeared with dust and dirt. Two were scantily clad. When the inspector entered each cell it was quite noticeable, with the aid of an electric torch, that the prisoners seemed to be dazed and in somewhat of a stupor. This was undoubtedly due to the darkness of the room and the cells, the serious absence of fresh air and the close confinement. The odor from the buckets was sufficient to cause nausea. It was stated the buckets are emptied once every twenty-four hours. However, because of the inadequate ventilation, these buckets should be emptied at least four or five

times a day if necessary. The prisoners receive no daily exercise when they are confined in these cells. One of the prisoners complained that he had been constipated for five days. However, it was stated, the doctor visits the prisoners under punishment daily. Of the three men in these cells, one had been in for two days and two for five days respectively.

The scheme of self-government organized through the Mutual Welfare League is at present one of the most attractive features of the prison. The inspector endeavored to ascertain from the men their interpretation of the League. No selected group of men was conversed with. The inspector spoke with individuals and with groups in various parts of the prison. It was quite surprising to note that in practically every case the one thing about the League that seemed to impress the men as being the most important feature was the recreation periods. In other words, it seemed that if it were termed a recreation league it would mean the same to them. At the time of this inspection it was easily to be noted that Auburn under the self-government plan was entirely different from Sing Sing under a similar one. A better system of discipline prevailed. The officers were respected by the men and their authority was recognized. The warden insists upon this. There is no doubt that the spirit among the prisoners has been improved, that they are no longer sullen and bitter toward the administration, that many of them have taken an interest in the affairs of the prison, and that the atmosphere of oppression has entirely disappeared. On the other hand, the evolution of possible evils which might counteract all of this good should not escape notice. For instance, the men for a period prior to the time of this inspection seemed to be under the impression that they did not have to do very much work. The delegates seek privileges, factions are formed and politics played. Men have been elected to the office of delegate who were not proper persons for such positions. At the time of this inspection the warden seemed to have a controlling hand of the situation and was eager that it should have a fair and proper trial.

Once a week the warden has a hearing in the League room. Here the men come in personal contact with the warden and what transpires at the time of this meeting is recorded by the warden's stenographer. The men meet the warden for the purpose of asking privileges, such as seeing friends, writing letters, sending articles from the prison, changing shop work, and complaining about punishments. It was noted that the warden was very considerate with the men while conversing with them, but was nevertheless stern,

direct, and frank in his talk. Some of the men who appeared before the warden requested to go to Clinton Prison, although they knew that the system of discipline in vogue in that institution was the most rigid in the State.

It was stated by the warden that men who are paroled from the prison and are returned for violation of parole cannot have the privileges of the League restored to them for at least a period of three months subsequent to their return, and then only at the discretion of the warden.

The men have about one hour daily in the yard. They are not permitted the free run of the galleries and cellhalls. Moving-picture shows are not held at night since the men have been going in the yard, that is, during the good weather season. They are held the early part of the evening and are usually over at 6:15 daily. The men are then locked in their cells.

The cleanliness throughout all parts of the institution was satisfactory.

Because of the smallness of the prison dining-room, it has been necessary to place tables in one of the cellhalls during the meal hours.

#### RECOMMENDATIONS.

1. The present cellblocks should be replaced by a more modern type if the present type of institution is to be retained. With the construction of better living accommodations, one necessary reform will be accomplished. As long as this institution is maintained on the congregate plan, the system of dealing with the inmates will have a serious defect, inasmuch as proper and necessary classification and separation of inmates will be almost impossible. A farm industrial prison, on wide acreage, with cellhouses to accommodate between one hundred and fifty to two hundred and fifty inmates, and distributed on the site in a manner which will prevent the commingling of the prison population as much as possible, is highly desirable.

2. The work of installing large windows in the side walls of the cellhouses should be continued. Such large windows provide much light and air for the cellhalls and for part of the cells.

3. The present jail quarters are entirely unsatisfactory. Prisoners under punishment should be kept in solitary confinement, that is, it should not be possible for them to converse with other prisoners who are also under punish-

ment. The quarters in which they are kept should be well supplied with light and air. The absence of natural light is not an essential feature in disciplining a prisoner. Prisoners in the jail for more than 24 hours should be given an opportunity to exercise in the corridors.

#### STATE PRISON FOR WOMEN, AUBURN, NEW YORK.

INSPECTED APRIL 23, 1915, BY E. R. CASS.

The management of the prison is under the general supervision of Charles F. Rattigan, warden of the men's prison. The matron, Mrs. M. Daley, is in charge of the women's prison and is directly responsible to Mr. Rattigan.

The total population at the time of inspection numbered 116, classified as follows: White, 77; colored, 39. Since October 1, 1914, 34 new inmates have been received and 20 released.

The prison, originally designed as an institution for the insane, is an old fireproof structure, consisting of many wards, which are divided into individual rooms. Each inmate has a room to herself. Sometimes, in rooms which are sufficiently large, doubling-up is permitted, sisters, or mothers and daughters being placed in the same room.

The population is divided into three grades, based solely upon the conduct of the inmates while in the institution. The first grade women are those who have not been punished since their admission to the institution. If a woman in the first grade is punished, she is reduced to the second grade for a period of six months. If during that period she conducts herself properly she can be returned, at the discretion of the matron, to the first grade. If she does not conduct herself properly in the second grade she is reduced to the third. After six months of satisfactory conduct, she can go from the third to the second grade, and then, after a period of another six months, she can be returned to the first. This system of grading is an effective means of discipline, and makes it possible for a girl to rehabilitate herself after she has passed through a period during which her conduct has not been satisfactory to the officials of the institution. First grade inmates are permitted to write letters once a week, also special letters during the month if they furnish the stamps. Second grade inmates write twice monthly; third grade inmates have no regular writing intervals and must await permission.

An examination of the punishment book showed that the principal form of punishment of the inmates is confinement in their rooms. Prisoners under punishment are visited daily by the physician, and are given an opportunity for daily exercise. The period of confinement in room varies from twenty-four hours to two months. The two light punishment cells in the room directly off the shop were not in use at the time of the inspection, nor were the two punishment cells in the basement. It was said by the matron that the latter had not been used since she had been in office.

On the second floor, in room 14, ward 6, a prisoner (colored) was found who had been in her room for two months. She stated that she is given an opportunity for daily exercise but does not take it. She receives three meals daily, the same as those given to the other prisoners. This prisoner has been the source of much disturbance and is probably a case for complete segregation because of her general conduct toward other inmates.

In room 29, another woman was under punishment. She stated that she had been in her cell for five weeks and further stated that she was in her cell eleven days before an opportunity for exercise was granted to her. She is now permitted to take daily exercise and takes advantage of the same. Serious allegations were made by this woman relative to the general morale of the institution. In some respects it does not seem possible that her stories can be reliable. A thorough investigation of her allegations was made by a representative from the State Superintendent of Prison's office and the charges were found of no consequence. The opinion of the matron and officers is that this prisoner is prompted by a desire to make things disagreeable for those in authority, or is intentionally malicious in her actions. The mental condition of a prisoner of this kind should, however, be thoroughly examined into so as to definitely place the responsibility for her conduct.

It was noted that there were both white and colored inmates under punishment. The management experiences much difficulty in dealing with certain types of inmates, both white and colored. The inmates, perhaps addicted to perversion, crave the improper friendship and association of others of their own sex. If the facilities would permit a stricter segregation of the white and colored members of the population, this condition might be somewhat obviated. However, the most important segregation would be the separation of prostitutes and pervers from the other members of the population. It is debatable whether the color of the individual is the important factor in such cases. That is, whether the colored inmates have a bad influence over the whites, or vice-versa.

A condition of cleanliness and order prevailed in ward 6. There were no patients in this room at the time of the inspection, but they were exercising in the yard.

In hospital room No. 2 there was one patient under the doctor's care and also under constant supervision of an inmate. The room was clean and orderly.

In wards Nos. 6 and 7 the doors of the rooms have been cut down and made half barred, thus permitting some natural light and air to enter the rooms.

In wards 4, 6 and 7, steam-heating equipment has been installed as a substitute for the former hot-air heating system, which was unsatisfactory.

In ward 4, room 14, an inmate was under punishment. She said she had been in her room for two months, but does not take advantage of the opportunity offered for daily exercise. Inmates under punishment should not be permitted to neglect daily exercise, which is essential for the preservation of their health. Their stubbornness and indifference should not be tolerated by the management. For prisoners who act in this manner two or three matrons should be assigned to force her to take exercise. Reduced rations should also be given. There are two recreation periods for the girls each day, one in the morning from 7:30 to 8:30 in the yard and again in the afternoon from 4:00 to 4:30 in the yard.

In ward 1 the cleanliness and order of the rooms was satisfactory. It was noticed that the walls in the rooms of this ward were not as elaborately decorated with pictures as in the other parts of the building. The inspector was informed that there was no rule governing this and that it really is a personal matter with the girls.

The schoolroom is located in a part of ward 2. Inmates who in the judgment of the matron and school teacher have not had sufficient schooling outside of the institution are required to attend school for a period of one hour each day.

The physician of the men's prison is also in charge of the women's prison. This is an added responsibility and a great increase to the duties of this official. It would seem more fitting, for a female institution of this kind, that the services of a woman physician be employed.

Arrangements have been made so that now the physician has a private office in the building, and it is further planned to transform a small room into a general operating room. The general equipment and facilities heretofore have been sadly neglected.

In ward 2 the cleanliness and order was entirely satisfactory. In one room there was detained a colored woman afflicted with

tuberculosis. This woman had previously been kept in a hospital, but her unsatisfactory conduct there made it necessary to change her to the room she occupied. However, a more suitable room might have been chosen for this woman, considering the nature of her physical condition. While there is a fair supply of light and air for the room she now occupies, the additional bar work on the windows prevents much light from entering. An abundance of sunlight and fresh air should be supplied.

The industrial activities of the institution are divided as follows: Domestic work, sewing, manufacturing of mattresses and pillows, and the finishing of blankets. It was stated that the looms are seldom used and will probably soon be discontinued. The chief reason for this is that the operation of the same by women has been detrimental to their health.

There are approximately four acres of ground available for farming on a small scale. During the open season of the year this gives a little outdoor work for a small number of inmates. The rule is to change inmates from their work once every three months. This is followed by the matron as closely as possible.

The kitchen, cooking and eating utensils were very clean.

#### RECOMMENDATIONS.

The Women's Prison should be located in a modern type of building and on large acreage, so as to permit agricultural activities, better segregation of inmates and the furnishing of more satisfactory living quarters. The plan of construction should be similar to that which exists at the State Farm for Women at Valatie, but it is not at all necessary that the buildings should be so elaborately and expensively constructed. The construction of the present prison represents the period when institutions for the insane were built solely for the purpose of safely detaining the inmates, and not for considering the need for an abundant supply of light and air in the preservation of the health and in meeting the natural requirements of the inmates. Furthermore, the present institution is located behind tall walls and practically in a small world by itself. To improve conditions temporarily in the present prison the following recommendations are made:

1. The prison is non-fireproof. The floors and stairways are of wood, the stairways are narrow. New locks should be installed on the doors of the prisoners' rooms, because

the present locks are badly worn and sometimes it is difficult to operate them. The absence of a central lock control, and the present condition of the locks, would undoubtedly make a serious situation in the event of fire.

Each night keeper should be furnished at night with a key which will enable her to open the exit to the fire-escape on each floor.

2. New bathtubs and toilets are badly needed, also a new supply of washbowls and water pitchers.

3. A female physician or a graduate trained nurse should be assigned to the prison.

4. So far as the physical makeup of the prison will permit there should be a strict segregation of the prostitutes and the women known as moral perverts. This segregation should apply not only to room assignment but also to work, school and recreation, so far as possible.

5. The school system should be further developed by the introduction of a course in domestic science.

6. Prisoners under punishment who refuse to take their exercise after a period of not more than forty-eight hours should be forced to do so.

7. The dungeon cells in the basement should be entirely abolished.

#### PROGRESS MADE.

1. The candle-power of the electric lights in all of the rooms throughout the prison has been increased to 60 watts.

2. The matron states emphatically that the dungeon cells in the basement are not used.

3. The steam-heating equipment in three of the wards has been improved along modern lines.

4. In two of the wards the doors of the rooms have been cut down and are now half solid wood and half barred. This is a commendable change.

#### CLINTON PRISON, DANMORA, N. Y.

INSPECTED JUNE 16 AND 17, 1915, BY E. R. CASS.

The prison is under the supervision of the warden, John B. Trombly, who is assisted by T. F. Coultry, principal keeper, and a staff of officers.

Clinton Prison, located in a very remote section of the State, is generally known as the prison to which recidivists, incorrigibles and tubercular prisoners are transferred. It is true that the discipline of this institution has been more rigid than that of any of the other three State prisons. There is little doubt that with the present type of congregate institution it will be necessary, in developing the honor system, to have one of the four prisons available to receive the men who will not respond favorably to the principles of humane treatment. If the State had a prison built on the group plan, on wide acreage, the incorrigible and irresponsible type of prisoner could be strictly segregated from the population proper and thus remove a clog from the wheels of the system. A visit to Great Meadow Prison will quickly prove that the Clinton Prison type of cell is not even nearly modern. If the population of the prison were composed solely of recidivists, and upon examination it were found that their incorrigibility was not due to physical and mental defects, the system of restricted privileges and liberty would be more justified. The thing that seems most unfair is that on the day of inspection 44 per cent of the population consisted of first-timers, 19 per cent of second-timers and 37 per cent of third-timers. As an individual group, the first-timers are in excess of either of the others. The second and third-timers together represent 56 per cent of the population, at that not greatly in excess of the first-timers. The argument is often reasonably advanced by the first-timers in this institution that they should receive the privileges accorded to the men at Comstock, Sing Sing and Auburn. Furthermore, the officials of the institution are in sympathy in most cases with this argument, but feel that because they have such a large percentage of second and third-timers they cannot adopt one or the other of the systems in vogue in the other prisons. In other words, the only permanent remedy will be to segregate at Clinton Prison the lawless second and third-timers and tubercular cases.

However, in dealing even with this population it will be necessary to determine just to what extent these men are responsible for their inability or unwillingness to comply with the rules of the institutions from which they have come. If it were determined definitely that a man was physically or mentally irresponsible, then more consideration should be shown. The tubercular patients, from the standpoint of discipline, are not being considered, because very soon they will be practically in a separate institution.

*Discipline.*—Forms of discipline are: Placing the offender in a screened cell, or as they are commonly called, "coolers," and the

deprivation of good time. Since May 13th of this year the principal keeper has kept a record of the number of men reported to him by the guards for some breach of the rules. That is, each guard upon reporting a man must write his complaint upon a slip which is sent to the principal keeper's office. The same day, or the following morning, the principal keeper interviews in open court the officer and the prisoner or prisoners concerned. Out of a total of seventy-four prisoners reported between May 13th and the time of the inspection, forty-four were excused, twenty were sent to the "cooler," six lost good time, three were placed under observation and one released with a suspended sentence. It was said that the men were usually kept in the screened cells for from twenty-four hours to three days. It was further stated by the principal keeper that to the best of his knowledge the longest time that any man has spent in the screened cells has been twenty days, and that this case was three years ago. Since that time the longest period has been seven days. In the screened cells the prisoners are given two slices of bread and two gills of water daily. The two gills of water a day is given on the theory that a man can be made to "give in" sooner if his water supply is limited. It was stated that it was a common practice among the men to endeavor to spend the longest possible time in the cells so that they will not be termed by their companions as "quitters." The screened cell is one of the ordinary cells with a light wire screen door placed directly in front of the regular iron door. The equipment of the cell consists of a bucket, a plank and blankets. Men held in these cells for more than twenty-four hours are not given exercise in the corridors. It is important that this should be done, because many prisoners suffer great physical discomfort, and perhaps harm, by physical inactivity. For example, constipation, which is quite prevalent among the inmates of an institution, is aggravated by a reduced water supply and physical inactivity.

On the prison grounds is an isolation building to which prisoners are assigned because of misconduct, or manifestations of degeneracy. The cell accommodations in this building are much superior to those in any one of the three cellhalls in the prison proper. The cells are equipped with wire-spring hospital beds, toilet and running water accommodations and each cell has an open-air exercise court attached. The only punitive element seems to be isolation from the prison population and restricted liberty to the cell and open-air courtyard. These prisoners have no work to do. They are in a position to get plenty of fresh air and sunlight. It is a common practice for them to remove their clothing and take daily sun-baths in the open air



courtyard. There seems to be nothing especially punitive in this form of discipline or segregation.

*Chapel.*—The total population of the prison on June 1st was 1,501; of this number, 886, or 59 per cent, were Catholics; 492, or 32 per cent, Protestants; and 143, or 9 per cent, Hebrews. Religious services are held in the chapel by the Protestant chaplain every Sunday, excepting the first Sunday of the month. The Catholic service is held on the first Sunday of every month and the Hebrew service twice monthly. The chapel is decidedly inadequate in size.

*Library.*—The library is under the supervision of the resident chaplain. The total number of volumes is 5,500, representing a good assortment. Each prisoner is allowed two books a week. This has always been the practice. No Jewish or Italian books are bought for the library. However, there are on hand 162 German, 83 Jewish, and 30 Italian books. Books in foreign languages are not purchased because the theory is that the prisoners should refrain from reading in their native tongue so as to become as familiar as possible with the English language. Of course, in the case of prisoners who have several years or more time to serve in the institution, this plan is in part reasonable. In jails and institutions where prisoners spend only short periods of time it would be wholly unjust. Since January, 1915, the average weekly circulation of books has been 2,200. Textbooks are supplied to men who ask for them, providing the school teacher certifies as to the man's capability and intelligence to use them.

*Parole.*—Inmates who have been granted their parole by the Board are usually released the month following the day that the Board convenes. That is, men who were passed upon favorably at the May meeting are released in June.

In January, 1915,	8	men	were	paroled.
February,	11	"	"	"
March,	15	"	"	"
April,	18	"	"	"
May,	14	"	"	"
June,	21	"	"	"

Of this number paroled from the prison, the records show that seven were returned to Clinton for violation of the parole conditions.

*School.*—The school accommodations are inadequate. With the construction of a new hospital building perhaps more accommodations can be provided. The attendance at school is compulsory for every man who in the judgment of the head school teacher

should attend. The school system is graded in accordance with the requirements of the various standards, such as are used in the other prisons. Inmates who have satisfied the requirements of the fourth standard are not compelled to attend school, but it is surprising to see how many of these men desire to do so. The total enrollment at the time of the inspection was 325. It was estimated that during the course of a year between six and seven hundred different inmates enroll. It was further stated that with more adequate accommodations and facilities the enrollment could be considerably increased.

For the month ending May 30th, the school population was assigned to the various standards as follows:

1st standard	43	5th standard	35
2d " "	39	6th " "	31
3d " "	55	7th " "	20
4th " "	52		

There are also three special classes as follows:

Stenography	17
Bookkeeping	15
Mechanical drawing	12

The class in mechanical drawing is greatly handicapped because of the lack of room and supplies for the further development of the work. The school staff consists of one registered teacher and eight inmate assistants. The inmates have school work to do in their cells at night, exercises in arithmetic and in English. Through the cooperation of the chaplain and the school teacher the selection of the library-books is directed by the school teacher to best suit the ability and needs of each prisoner.

The school hours are divided into the following periods:

7:45 a. m. to 9:00 a. m.
9:00 a. m. to 10:30 a. m.
12:45 a. m. to 2:00 p. m.
2:00 p. m. to 3:20 p. m.

The usual number of inmates attending one period is 75.

There is also a school library consisting of 300 volumes of general reading matter and 1,500 textbooks.

In the tuberculosis hospital ward there are two school periods daily. The first from 11 to 12 in the forenoon and the second from 5 to 6 in the afternoon. The attendance in the hospital school classes varies from 25 to 30. The entire school paraphernalia for these inmates is kept entirely separate from the regular school equipment. It was stated that equipment and supplies brought from the regular schoolrooms to the ward in question are not returned.

*Kitchen and messhall.*—The cleanliness and order of the kitchen, messhall and refrigerators was satisfactory. The messhall is small and built along old lines, that is, a series of long, narrow, stationary wooden tables. Small stools are provided and the prisoners face all in one direction. If this prison is to be used for the prisoners who will not respond to the routine of the other prisons, it will probably be necessary to keep the same system in vogue, but for prisoners who conduct themselves properly the plan at Great Meadow, namely, separate tables seating eight persons is much superior.

In connection with the kitchen it is necessary to criticize the presence of three toilet compartments located in one corner of the kitchen. At Sing Sing Prison there was a similar condition, and arrangements were made whereby a separate toilet compartment was built outside of the kitchen. It was said that it is a strict rule that toilets in this kitchen must be kept clean and that men who use them must wash thoroughly before returning to their work. A breach of this rule warrants severe discipline. Aside from all this, the toilets should not be in the kitchen. They should be built directly outside of it, and in such a way that it would not be difficult for the kitchen keeper to observe the men while in the new addition, or easily arrange for their supervision.

*Hospital.*—It is a blessing that one of the chain of prisons in the State is especially provided with facilities to care for prisoners afflicted with tuberculosis. The present accommodations are unsatisfactory and inadequate, but, fortunately, operations are under way for the construction of a new tuberculosis hospital on a piece of land some distance from the prison. Seventy-five thousand dollars has been appropriated. This will allow for the construction of a building two stories high and a one-story pavilion also. The new structure will accommodate three hundred beds, and will be so constructed that additions can easily be made to it. Outdoor courts will be provided; large porches to be used for sleeping and for out-door exercise during inclement weather. It is the hope of Dr. Ransom that ultimately prisoners found to be suffering from tuberculosis in the jails and in other institutions can be sent direct to the hospital. In many instances primary infection takes place while in the jails.

The total number of tubercular patients in the prison is estimated to be 500. In wards 5 and 6 there were 148 patients, 42 and 106 in each, respectively. There were only two vacant beds in the tuberculosis wards and one vacant bed in the general hospital ward. In other words, there were only three beds in the two hospitals for emergencies, whereas there should be at least five or six. There is

always a long waiting list for the tuberculosis wards. Occupying the cells there were 147 tubercular patients who should be in the wards if the accommodations would permit. Seventy-seven of this number were awaiting re-examination and others were definitely decided upon. There were also 131 tubercular patients unprovided for in special wards. These are not acute cases. They are employed on the highways, in the yards and in camps. Those who remain in the prison sleep in the cells. They are assigned to labor which is best suited to them according to their physical condition.

Since October 1, 1914, there have been seven deaths among the tubercular patients. Upon admission to the prison, men receive a preliminary examination. A record of this examination is kept on a card.

*Comptroller's office in the prison.*—Together with many records kept relative to the finances of the prison, a record is kept in this office of the convict's earnings, the articles received at the time of arrival at the prison and also a record of the money paid to the convict at the time of his release for transportation, together with a record of the amount paid to him for his labor at the time of his release. In card form the articles deposited with the clerk of the prison are recorded and described on one side, and on the reverse side there is a form of receipt drafted, which is signed when the articles are returned to the inmate. On a regular sheet form there is recorded a ten-dollar allowance, which is fixed by law for the prisoner at the time of release, and the cost of the railroad ticket also. No copies of this slip are made, but the original is sent to the State Comptroller. On another slip entitled "Convicts' Earnings Pay Roll" there appears at the top the following: "We, the undersigned, each and severally, hereby acknowledge receipt of the amounts set opposite to our respective names, and we each and severally being duly sworn depose and say: That the account rendered and services specified were actually rendered as charged; that neither the Agent and Warden of Clinton Prison, nor any person for him or in his behalf, had any pecuniary or other interest in the services rendered, or in the profits thereof; that no commissions, presents or profits have been paid to him or to any person in his behalf, or agreed to be paid in future to him, or to any person or persons for him; and that we have actually received the full amounts in cash from the said Agent and Warden."

The portion of the page below is arranged in eight spaces, the first for the number of the convict, the second for his name; the third is entitled "Remarks"; in this space is specified whether the inmate was

paroled or transferred to another institution, etc. In the next space is recorded the amount due as earnings and in the next the signature of the inmate. Opposite this, in another space, is the date. The last two spaces are for the signatures of the persons who witnessed the payments and the signing. This slip is made in duplicate and one copy is kept on file in the prison office and the other is sent to the State Comptroller.

It has been intimated in the past by discharged prisoners that they have been compelled to sign blank receipts for their earnings. According to the form of voucher used and the systematic record kept it does not seem apparent that this can be done. Another record is kept of the disbursements from the Convict's Deposit and Miscellaneous Earnings Fund. This constitutes mostly personal matter, and record is kept on this sheet of the inmate's number, his name, how the money was dispensed, that is, whether it was sent to his home or friends, and the amount. For each item the inmate must make his signature and this is witnessed usually by the clerks.

The following gang sheet gives the average number of inmates distributed with respect to employment, etc., for each day of four consecutive weeks:

## FACTORY.

Shirt and clothing.....	135	men
Dye shop.....	25	"
Tinware shop.....	48	"
Printing and book binding.....	2	"
Laundry on industry work.....	0	"
"    "    State work.....	32	"
Woodenware.....	26	"
State shop.....	9	"
Planting trees, etc. (lumber camp).....	14	" (camp 8 miles from prison)
Powerhouse.....	9	"
Weaving.....	288	"
Carding and spinning.....	148	"
Snack room.....	4	"
Machine and repair shop.....	8	"

## MISCELLANEOUS.

Construction.....	14	men
Blacksmiths.....	2	"
Men employed on farm.....	12	"
Hall men.....	76	"
Yard men.....	61	"
Men working outside.....	21	"
Warden's house.....	2	"
Office and State waiters.....	24	"
Kitchen men.....	60	"
Boiler-room and engineers.....	12	"
Cutting and breaking stone.....	1	"
Barn men.....	14	"
School.....	10	"
On public roads.....	9	"

## INSPECTIONS.

Bakery.....	11	men
Medical department.....	24	"
Men sick in hospital.....	158	"
Men idle.....	73	"
Isolation cells.....	23	"
Men idle in cells under doctor's orders.....	157	" (tubercular patients and syphilitic cripples, and temporary illness)

*Industries.*—The following figures give for comparison the operating reports of the industries of the prison for the fiscal years of 1912, 1913 and 1914:

## Fiscal Year Ended September 30, 1912.

	Net sales	Cost of operation	Net earnings	Percentage of net earnings to cost of operation
Shirt and clothing.....	\$62,895 69	\$47,030 72	\$15,864 91	34
Tinware.....	28,608 79	21,274,46	7,334 33	34
Woodenware.....	9,720 13	11,275 29	1,555 16	*14
Yarn and cloth.....	78,688 33	55,472 37	23,215 96	42
Lumbering.....		84 59	84 59	*100
	\$179,912 88	\$135,137 43	\$44,775 45	33

## Fiscal Year Ended September 30, 1913.

Shirt and clothing.....	\$58,604 49	\$45,621 75	\$13,072 74	29
Tinware.....	19,384 66	15,069 82	4,320 84	29
Woodenware.....	5,472 08	5,464 33	7 75	1/10
Yarn and cloth.....	71,981 55	58,218 76	13,762 79	24
Lumbering.....	7,491 98	1,692 38	5,799 60	343
	\$163,024 76	\$126,061 04	\$36,963 72	29

## Fiscal Year Ended September 30, 1914.

Shirt and clothing.....	\$54,738 33	\$53,600 72	\$1,137 61	2.1
Tinware.....	21,628 29	16,600 67	5,027 62	30.2
Woodenware.....	11,437 77	5,070 97	6,366 80	125.5
Yarn and cloth.....	98,001 83	71,160 98	26,930 85	37.8
Lumbering.....	20,639 51	5,114 19	15,525 32	303.5
	\$206,535 73	\$151,547 53	\$54,988 20	36.2

## \* Loss

It would be proper to deduct from the percentage of earnings the percentage of interest on the original investment in the construction of the industrial buildings and some of the machinery. Thus the percentage of earnings would be decreased.

*Farm activities.*—While there is considerable property in the vicinity of the prison owned by the State, there is practically no

prison farm. The land is mostly timber, stone and pasture. There are 23 acres under cultivation, also 48 acres of meadow-land from which hay is cut. Of the 23 acres under cultivation, 8 are of corn and 15 of general garden truck. There are also 25 acres of rough pasture land. If there were farm land available, it would not be difficult to select a sufficient number of inmates to work on the farm and no doubt the products could help to reduce materially the cost of maintenance of the prisoners.

The live stock consists of 32 cows, 10 yearlings, 9 calves and 400 hogs.

*The needs of the Institution; as set forth after conference with warden.*

1. A new laundry building and bath-house. The laundry room and bathroom are now together. This arrangement is unsatisfactory, principally because of its inadequacy and the general lack of satisfactory equipment. Thirty-five thousand dollars will be needed to construct a building of this kind.

2. A new bake-oven to cost \$25,000. While this might be a considerable cost for an oven, a new one is nevertheless needed. The present one is in very bad condition, making it necessary to do the baking under difficult circumstances.

3. The present refrigerators are small and of old design.

4. Jobbing shop, together with the necessary machinery, \$2,000. A shop of this kind with the proper equipment can be of important service to the up-keep of the institution.

5. The electric wiring system should be changed in accordance with the requirements of the law which calls for conduits. With the present arrangement there is much chance for cross-wiring, etc., making a fire danger.

6. The wall in the rear of the north yard should be completed. It is estimated this would cost about \$6,000.

7. It is planned that by constructing an electric railway system about the prison grounds to the State Hospital and the new tuberculosis hospital, the use of from eight to ten teams could be dispensed with. It was said that there is equipment for this railway now at Wingdale and that an expenditure of about \$10,000 would be sufficient to put it in operation.

8. The installation of a new electric elevator in the court of the prison. This is needed to facilitate the transferring of supplies and also of cripples to the upper floors.

9. A large tract of farm land.

IMPROVEMENTS AND PROGRESS MADE SINCE  
NOVEMBER, 1914.

1. The State property near the prison has been reforested. A total of 100,000 trees have been planted.

2. Two thousand feet of cement walk have been constructed inside and outside of the prison walls.

3. The iron roof, the interior of the east hall, and the cellblock have been painted. Also the interior of the court-room, storerooms and the guard room.

4. The industrial office has been remodeled and partly refurbished.

5. A water pump has been installed in an old mine shaft and 800 feet of water pipe have been laid to increase the present water supply.

6. A new roof has been built on the oil house and a concrete roof on the reservoir in the north end of the yard.

7. Extensive repairs have been made on the horse and cow barns.

8. An appropriation of \$3,000 has been granted to repair and rebuild parts of the sewerage system.

9. A 200 H. P. boiler brought from Bear Mountain site has been installed in the boiler-room.

10. Exercise courts have been made in the back of the prison yard for the tubercular patients.

11. On June 17th, fifty men were set to work building a road leading to the site where the new tuberculosis hospital is to be erected. It is further planned to use the idle men who do not care to work in the shops, or are not able to, at stone work. It is planned that no men in the prison who are physically able to work will be permitted to remain idle. The making of the cement brick for the hospital building will increase the amount of work.

12. The warden, on June 17th, was arranging to increase the staff of guards by four or five new ones so as to make possible Sunday forenoon and afternoon recreation periods in the yards for the prisoners.

13. Seventy-five thousand dollars have been granted for the erection of a tuberculosis hospital. This need has long been realized and the construction work should be expedited.

## RECOMMENDATIONS.

1. The urgent needs of the prison should be provided for.
2. So far as possible the number of first-timers should be kept at a minimum. These men should be transferred to the other prisons so that they will have an opportunity to demonstrate whether they can properly adjust themselves to the systems in vogue in some of the other prisons.
3. More adequate chapel accommodations should be provided.
4. The school facilities and accommodations should be increased.
5. The rough sections of the yard north of the east cellhall should be permanently improved. This will add to their value and general appearance.
6. Prisoners under punishment in the screened cells should receive an increased supply of water.
7. Toilets should be removed from kitchen.

## GREAT MEADOW PRISON, COMSTOCK.

INSPECTED JUNE 11 TO JUNE 13, 1915, INCLUSIVE, BY E. R. CASS.

The prison staff consists of the warden, William J. Homer, the principal keeper, Major Chatfield, comptroller's clerk, resident chaplain, chief engineer, assistant comptroller's clerk, kitchen keeper, storekeeper, hall keeper, assistant principal keeper, who acts as captain of the night crew, the warden's secretary, forty-four guards, five laborers and one coachman.

The total population at the time of the inspection numbered 791. Of this number, sixty per cent. were Catholics, twenty-five per cent. Protestants and fifteen per cent. Hebrew.

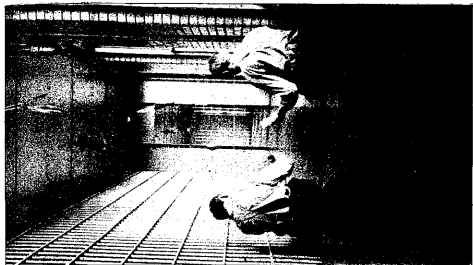
No convicted persons are sent directly from the courts to this prison. It is customary to transfer to this prison only "first-timers" from the other prisons of the State, who are chosen on the basis of their good record in the prison from which they come, the condition of their health, the period of sentence yet to be served, etc. However, while this is the usual procedure, there are men in the prison serving a life-sentence, and there are also some who might be termed dangerous and desperate characters. The system employed in managing the prisoners is commonly termed the "honor



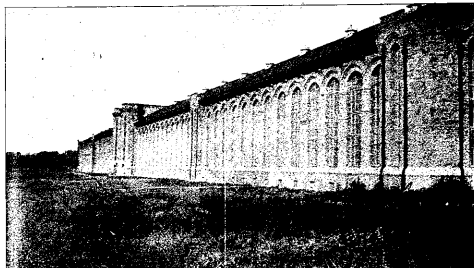
Officers' House, Great Meadow Prison. Erected by Inmate Labor.



Beekman Site. Part of Hay Field.



The Only "Exercise" in a Typical County Jail.



Completed Cell Block. Great Meadow Prison.

system." It is not strictly an honor system, in so much as there is light supervision by the guards. There are many instances where individually, and in small groups, prisoners are placed solely upon their honor (without guards) while performing their daily work. The warden believes he can trust practically all of his charges outside of the stockade. The stockade is a large enclosed space between the cellhouse and the dormitory building.

*Cellhouse and cells.*—Half of the north wing of the prison was opened in February, 1911. The new south wing was put into service on Easter Sunday, 1915. The north wing contains 624 cells and the new, or south wing, 544, a total of 1,168. Both cell wings, and the cells in both wings, are superior to the equipment in any of our other State prison buildings. The equipment of the south wing is much better than that of the north, in so much as the cells are larger, the sides of the galleries are better protected and the roof is of concrete instead of being partly wood. In both wings the stairways leading to the different galleries are of steel, as are the galleries. The floors of the cells and corridors are of concrete. The cells are liberally furnished. There is one iron cot bed, hospital size, with wire spring bottom. The beds are painted white. There is one mattress with tick covering, one sheet and one pillowcase, and two heavy blankets. The mattresses are changed weekly and the blankets monthly. There is also in each cell one locker, one electric light, a set washbasin with running water, and one toilet. Each man is supplied with a mirror and an aluminum hair comb, also a collapsible drinking cup. The cells are cleaned daily by the occupants and mopped once a week. There is a liberal supply of brooms for cleaning and the inmates are expected to keep a high standard of cleanliness at all times. The men endeavor to fulfill the expectations of the warden and his subordinates in this respect. The men are instructed not to drink the water which comes from the faucet attached to the washbasin in the cell. Water drawn from a spring on the premises is supplied. An abundance of air and light enters the cells and cellhall. As a type of congregate cellblock construction it is excellent.

The guards' quarters are located in the section of the great cellhouse between the north and south wings. These are now in use and are far more satisfactory than the inconvenient and rough living quarters formerly available for them in the dormitory building.

Several cottages for officers and their families are gradually being completed. These cottages are built of concrete block which is



manufactured on the premises. The plumbing and carpenter work is also done by the prisoners.

*Dormitory building and messhall.*—The dormitory building is now used for office rooms, barber shop, schoolrooms, visiting rooms and officers' messrooms. The dormitory building is connected by an enclosed above-ground passageway with the new messhall and kitchen. Half of the messhall is completed and in use. It is undoubtedly the best prison messhall in the State, and really something to be proud of. The equipment and arrangement is distinctly different. For example, the customary small stools without backs have been abolished and the long narrow tables also. The hall is spacious and an abundance of air and light can enter. The windows are also screened to exclude flies. The equipment consists of small wooden tables, seating eight men to a table. The men sit facing each other, four on a side. Stools with backs are constructed of sheet iron. Crockery table utensils are used. The plates are heated in a special piece of apparatus in the kitchen before they are placed on the table. This makes it possible to serve warm food to the prisoners. The waiters wear white aprons.

*Kitchen.*—The kitchen is built on to the south end of the prison messhall, and when the messhall in the other wing is completed it will be located in the center of the two. The equipment is up-to-date. The room is spacious and can be well ventilated and lighted. Its equipment consists of:

- 2 stationary copper coffee kettles, each with a capacity of 70 gallons.
- Between the two kettles is a 140-gallon stationary copper water kettle.
- 8 iron vegetable cookers.
- 4 150-gallon stationary copper cooking kettles.
- 2 75-gallon stationary copper cooking kettles.
- 1 electric meat chopper.
- 1 electric dishwasher.
- 1 electric potato peeler.
- 2 galvanized iron plate warmers, heated by steam.
- 2 steel tables.

It has been made a point to exclude equipment made of wood, such as wooden tables, etc.

The bakeshop is accessible from the north side of the kitchen. It is equipped with a modern type of oven. The unbaked bread is placed on a sliding section, which operates on tracks and can be moved in and out of the oven when necessary. The bread is placed in a storeroom between the bakeshop and kitchen. It is cut by one man, placed in baskets and is served to the prisoners by means of a fork. It is a strict rule that the men who serve the bread shall not handle it.

In another section of the kitchen there is an up-to-date storage plant, consisting of six separate rooms. These rooms are cooled by apparatus on the premises. The temperature in each room varies according to the material stored in the room. Ice is also manufactured on the premises.

*School.*—At this institution, school is considered an important part of the daily routine and is compulsory for those who in the judgment of the officials ought to attend. The total enrollment at the time of inspection was 208. The school is graded in accordance with the requirements set forth in the following standards.

The following brief outline of the several standards gives a general idea of the amount of work required in each. A standard in the prison school is not quite equivalent to a grade in the public school. Owing to the large percentage of foreigners in the first three standards, more than half the time is spent in conversation drills which promote correct habits of enunciation and pronunciation. Foreigners over 35 years of age seem unable to master English free from dialectic pronunciation.

Standard 1. Learning to speak, recognize at sight, spell and write 200 words; pronunciation drill; reading based on words learned. Reading equivalent to a First reader. Addition of numbers to 100.

Standard 2. Vocabulary increased to 500 selected words. Continue work of first standard. Reading equivalent to a Second reader. Subtraction.

Standard 3. Vocabulary increased to 800 selected words. Reading to include one geographical reader. Oral and written answers to questions on reading. Letter writing. Reading equivalent to Third reader. Multiplication.

Standard 4. Vocabulary increased to 1,100 words; reading of industrial and geographical readers; oral and written reproduction; letter writing. Division, and simple, practical problems of ordinary business. The ability to make out satisfactory parole papers without assistance.

Standard 5. Vocabulary increased to 1,400 words; industrial and geographical readers; oral and written reproduction of matter read; letter writing; problems involving the four fundamental processes.

Standard 6. Vocabulary increased to 1,800 words; reading, including geography, biology, history, government. Essay writing. Business forms, fractions.

Standard 7-12. Continuation of work of previous standards and all special work adapted to varying taste and needs.

The men attending school were assigned to the respective standards in the following numbers:

Standard 1.....	54	Standard 5.....	33
" 2.....	22	Bookkeeping class.....	17
" 3.....	45	Senography class.....	11
" 4.....	36		

It was said that the school work is hampered because of the lack of room. Only two rooms are now available, although it is planned to use some additional space on the second floor of the dormitory building. The warden plans to establish night school classes. Much

inconvenience is experienced and much time lost during the day because of the school hours. That is, at certain hours a keeper goes to various parts of the premises and calls for the prisoners who are to attend school at a certain hour and accompanies them to the schoolrooms. After school hours these prisoners must again be returned to the points from which they were taken. This travelling back and forth causes the loss of about one hour daily, and, together with the hour of schooling, the compulsory school takes practically two hours a day of the inmate's time away from his work.

The school hours are as follows:

Standard 1.....	9 to 10 a. m. 10 to 11 a. m. 1 to 2 p. m.	Standard 4.....	10 to 11 a. m. 3 to 4 p. m.
Standard 2.....	8 to 9 a. m. 1 to 2 p. m.	Standard 5.....	8 to 9 a. m. 2 to 3 p. m.
Standard 3.....	9 to 10 a. m. 2 to 3 p. m.	Bookkeeping class.....	3 to 4 p. m.
		Stenography class.....	11 to 12 m.

*Hospital, parole, etc.*—The hospital statistics are as follows for the five months of the year 1915:

Daily average number of patients for	January.....	2
" " " " " "	February.....	2
" " " " " "	March.....	3
" " " " " "	April.....	2
" " " " " "	May.....	2

Transferred to Dannemora, or Sing Sing, because of ill health, that is, tubercular cases, or cases that require medical attention that cannot be given because of the lack of facilities at Great Meadow, are as follows:

January.....	1 inmate
February.....	1 inmate
March.....	1 inmate
April.....	1 inmate
May.....	3 inmates

The records show that there have been no escapes from Great Meadow, Wingdale or Valatie from January 1, 1915, to the date of inspection.

The prisoners are disciplined by confinement in their cells. They receive the regular rations and are kept in their cells on an average of from three to five days. No daily exercise in the corridors is given.

For the month of January, the daily average number of prisoners under discipline was 3, February, 3; March, 3; April, 3; May, 3.

Transferred to Dannemora as a means of discipline: January, 2; February, 2; March, 4; April and May, none.

*Parole.*—In the respective months the following number of prisoners were paroled:

January.....	16	April.....	43
February.....	28	May.....	47
March.....	34		

Of this number there were returned to Great Meadow in the following months:

January.....	2	April.....	0
February.....	0	May.....	0
March.....	0		

Of the total number paroled from Great Meadow for the first five months, returned for violation of parole to other prisons:

January.....	0	April.....	4
February.....	1	May.....	3
March.....	5		

The daily routine of the institution is as follows:

5:00 a. m.	Stabblers and cooks turn out.
5:45 a. m.	Kitchen helpers, barbers, teamsters and some of the mechanics turn out.
6:30 a. m.	All up.
7:00 a. m.	All men turn out and go to breakfast.
7:30 a. m.	All assemble in the yard in groups and start for work.
11:15 a. m.	All in for dinner.
12:15 p. m.	Assemble in the yard in groups, preparatory to going to work.
4:15 p. m.	Stop work.
4:45 p. m.	Supper.
5:20 p. m.	Supper over and most of the men go to their cells.
6:30 p. m.	Barn and farmhands and mechanics return from work, and are given supper.
6:45 p. m.	These men go to their cells.
7:30 p. m.	All men go to cells, excepting clerks, cooks and kitchen men.
10:20 p. m.	Lights out.

Three nights a week the institution band assembles in the central section of the cellhouse and plays for the benefit of the men. During the summer on Saturday afternoons there are ball games. During the winter months, every Friday night there is a moving-picture show.

Religious services are held at various hours every Sunday.

Catholic service.....	8:30 a. m.
Protestant service.....	9:30 a. m.
Christian Science.....	3:00 p. m.
Hebrew services.....	5:00 p. m. (once monthly).
Bible classes in the morning.....	9:30 to 10:30.

More adequate chapel accommodations are very much needed.

It is intended to gradually develop the prison into a farm industrial institution. The present labor activities are shown by the following gang sheet, giving the average number of men employed each day for four consecutive weeks.

Hall, janitors and barbers .....	70
Storehouse, 2; washhouse, 19 .....	21
Bakeshop .....	12
Messroom .....	52
Jobbing shop .....	45
Hospital (nurses) .....	4
Yard .....	2
Conservation (deduct hours for school) .....	53 (difference in records of principal keeper and Conservation Commission.)

This work is done under the direction of a representative of the Conservation Commission, who supervises the planting, transplanting and shipping of trees. The Prison Department furnishes the inmates to do the work and also officers to guard them. However, the Department receives no remuneration for this, and all the profits of the inmates' labor and the sale of trees is credited to the Conservation Commission.

State shop .....	25
Grading for construction .....	38
Construction of officers' cottages .....	40
Farm .....	50
Stone crushing .....	25
Ditch .....	25
Quarry .....	13
Road building .....	25
Warden's premises .....	9
Clerks, library and school teachers .....	12
Gallery men .....	21
Stockade and sidewalk .....	24
Men at Valatie .....	5
Men at Wingdale .....	15
Invalid .....	1

During the spring and summer there are naturally more means of employing the prisoners than during the fall and winter months. But even at this season there are more prisoners available than there is work. Much labor is employed in grading, at quarry work, breaking stone, and building highways on the prison grounds. All of this is important and necessary work, and if the State had to have it done by outside labor it would represent a considerable cost. However, no account is kept by the officials as to the quantity of soil removed and the number of feet of highway built, etc., in order to record an approximate value of the labor. It seems that with all this labor utilized there ought to be some way of giving it a money value in the finances of the institution. However, the first thing necessary will be to keep track of the work actually done. Grading and quarry work can be carried on to some extent by men who are physically able to do it during the fall and part of the winter. With the increasing population there will be a large number of men who are not physically qualified for rough and hard work who must be provided for. Industries can be established at this prison. This will be the only solution of the labor problem. It is a question, because of the character and small amount of farm land, whether

the products of the farm will ever be sufficient to supply the needs of many other institutions throughout the State.

The institution site at Comstock is divided as follows:

Total acreage available for cultivation .....	312
Total acreage not available for cultivation .....	686
Total acreage .....	998

According to the above figures, which were taken from the 1914 report, submitted to the State Agricultural Department, only about one-third of the total number of acres of this large site can be cultivated. From the summary embodied in the above mentioned report, submitted in 1914, the following is taken:

	Profit	Loss
Garden products .....	\$1,618 52	
Dairy products .....		1,306 64
Swine .....	37 39	
Potatoes .....	2,658 84	
Poultry .....	261 28	
Sheep .....	61 41	
Horses and oxen .....	918 51	
Increased value of farm .....	2,614 71	
Total .....	\$9,477 30	
Loss .....		889 12
Profit .....	\$8,588 18	
Total farm investment .....	90,839 42	
Yearly profit .....	8,588 18	
Rate of profit .....		0946
Interest on investment at 5 per cent. .....	4,411 16	
Net profit .....	4,177 02	

At the time of the inspection it was reported that the following number of acres had been planted in the spring of 1915:

45 acres of oats.
50 " " corn.
2 " " potatoes.
2 " " onions.
2 " " turnips.
2 " " peas.
4 " " carrots, beets, parsnips, string beans, radishes and lettuce.
25 " " shell beans.
3 " " cabbage.
1 " " tomatoes.
7 " " buckwheat.

The following statement of the creamery products and the relative value from October 1st to date is of interest, as showing the possibility for further development, which should be a source of big financial income for the institution. However, the question of employment is not helped to any great extent by such a plan.

It was not convenient to obtain the cost of production in connection with the following statement. The value of the different items is estimated at twenty-five per cent less than the market price.

OCTOBER, 1914.	
Butter, 218½ pounds.....	\$57 19
Veal, 210 pounds.....	12 57
Milk, 3,760 quarts (whole milk, not separated. Used for cereals, contains 4 per cent fat. Analyzed regularly by State officials).....	112 92
Skimmed milk, 1,529 gallons (given to the men at night with bread)....	15 29
NOVEMBER, 1914.	
Butter, 343 pounds.....	93 43
Whole milk, 3,660 quarts.....	123 52
Skimmed milk, 1,554 quarts.....	15 54
DECEMBER, 1914.	
Butter, 530 pounds.....	156 61
Whole milk, 5,201 quarts.....	178 57
Skimmed milk, 989 gallons (1 per cent fat).....	9 89
Cream, 148½ quarts.....	33 44
JANUARY, 1915.	
Butter, 959 pounds.....	299 73
Cream, 12 quarts.....	12 70
Whole milk, 4,566 quarts.....	154 11
Skimmed milk, 1,036 gallons.....	10 36
FEBRUARY, 1915.	
Butter, 975½ pounds.....	328 75
Veal, 99 pounds.....	11 14
Whole milk, 3,346 quarts.....	112 93
Skimmed milk, 1,162 gallons.....	11 62
MARCH, 1915.	
Butter, 907½ pounds.....	271 43
Veal, 465 pounds.....	52 31
Hides, 113 pounds.....	19 95
Whole milk, 4,398 quarts.....	148 44
Skimmed milk, 1,288 gallons.....	12 88
Cream, 12 quarts.....	2 70
APRIL, 1915.	
Butter, 666½ pounds.....	190 67
Whole milk, 4,553 quarts.....	153 33
Skimmed milk, 1,770 gallons.....	17 70
Cream, 30 quarts.....	6 75
Veal, 100 pounds.....	14 25
MAY, 1915.	
Butter, 942½ pounds.....	273 75
Seven calves.....	12 29
Cream, 24 quarts.....	5 41
Whole milk, 4,005 quarts.....	135 18
Skimmed milk, 1,385 gallons.....	25 85
JUNE 1 TO JUNE 12, 1915.	
Butter, 491½ pounds.....	144 99
Also on this date there was on hand in cold storage plant 1,181 pounds butter at 29 cents per pound.	

Much of this (principally butter) could be shipped to another institution. Arrangements for this were being made. It is urgent that further arrangements be made to increase the output, and also to have some definite assurance that the product can be disposed of to other institutions. In this way one of the merits of an agricultural institution can probably be justified.

*Conservation work.*—The conservation men work seven hours a day. The average number of men, according to the records kept by the Conservation Commission, is about one hundred a day. This number does not tally with the number on principal keeper's gang sheets because the time at school is deducted. The record of the activities of the conservation work is as follows: In the spring of 1915 there were shipped 3,833,371 trees. There were transplanted 3,037,590, which will be ready for shipment in the spring of 1916. There were on hand 600,000 trees (four-year-olds) that were ready for shipment if needed. These served as a kind of reserve stock. There were 633 (4 x 12) seed beds, averaging 8,000 trees to a bed. These trees are one-year-olds and will be transplanted next spring and ready for shipment in the spring of 1917. There were 574 beds that had just been set. These will be ready for transplanting in the spring of 1916. There were 80 beds of three-year-old seedlings, 8,000 to a bed. These will be ready for shipment in the spring of 1916.

*Live stock.*—The inventory of the livestock is as follows:

Cattle and dairy stock.....	51 cows, 9 heifers, 24 calves, 1 bull
Horses.....	14 work horses, 1 saddle horse
Poultry.....	349 hens, 184 pullets, 4 roosters
Swine.....	35 brood sows, 90 hogs, 2 boars, 277 young pigs, 180 sucklings.

## RECOMMENDATIONS.

1. Plans should be made and appropriations granted for the establishment of industries. Something of this nature must be done in order to furnish an adequate amount of labor for the inmates. As the population increases, there is gradually developing a condition of idleness or of surplus labor which may easily prove detrimental to the system in vogue. The warden is anxious to manufacture shoes and mats, and also desires to do all the shoe repairing on the premises. There is sufficient room in the cellars of both wings for the installation of apparatus for manufacturing.

This should have support and cooperation. He also desires to develop the quarry work with the hope that arrangements can be made whereby the stone can be shipped from Great Meadow to all parts of Washington county and perhaps some of the adjacent counties. This seems to be a big field which should be encouraged and supported.

2. There should be a system of records established in order to give credit for the labor of the prisoners utilized in construction work, such as on the officers' buildings and repair work, and manufacturing the brick, building of roads and the transferring of soil from one part of the premises to another.

3. Appropriations should be granted for better chapel accommodations and more school room.

4. Inmates confined in their cells under punishment or a period of more than twenty-four hours should have an opportunity for exercise in the corridor of about one hour daily.

5. Arrangements should be made, so that some allowance can be made toward the institution maintenance fund for the labor of the prisoners who work on conservation.

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#### SING SING PRISON.

See chapter in Part One of this Report entitled "The Present Day in Prison Reform."

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#### STATE FARM FOR WOMEN, VALATIE.

INSPECTED MARCH 4, 1915, BY E. R. CASS.

In accordance with Chapter 467 of the Laws of 1908, females from all parts of the State who have been convicted five times as misdemeanants within two years previous to sentence may be committed to the farm. The farm was opened for women October 1, 1914.

The population at the time of inspection numbered forty-four women and three male prisoners from Great Meadow. The average age of the women is about forty-eight; the youngest woman was thirty-two and the oldest seventy-six years old.

Inmates may be paroled, at any time after they are received at the institution, by the Board of Parole of the State Prisons. The maximum sentence is for three years. Up to date, only one inmate has been paroled, a woman affected with tuberculosis.

An appropriation of \$15,000 has been granted to maintain the farm from October 1, 1914, to September 1, 1915.

The staff consists of the warden, J. H. Mealey, at \$1,500 a year and maintenance; C. Mealey, clerk, at \$2 per day (Sunday excluded); Thomas F. Barton, farmer, at \$2 per day (house rent only); William McConnell, fireman, \$2 per day and maintenance; two matrons, Mrs. S. Erick, \$35 per month and maintenance, and Mrs. F. Palmer, \$30 per month and maintenance. The attending physician is Dr. H. J. Noerling, at \$25 per month.

The female prisoners live in the two large cottages, known as the north and south cottages, respectively. The south cottage has twenty-eight rooms, two of which are used for matrons. Each inmate has a separate room, except in the case of one room on the first floor, which is occupied by two inmates. Each room is equipped with an iron cot bed; mattress, blanket, sheets and pillowcases are provided. The warden's office is also on the first floor, and the room originally intended for a reception room is now used by the fireman. The north cottage at present is occupied principally by the warden and his family. When the old farmhouse is satisfactorily repaired, the warden intends to make his headquarters there. Nine women inmates also occupied rooms in this cottage. In one of the rooms there are two women. When there are sufficient beds and bedding available, ten more rooms in this cottage can be utilized. When the old farmhouse is repaired, the eight rooms now occupied by the warden and his family will also be available. Accommodations for thirty-seven can be made when all the rooms are utilized. In the south cottage the water pump does not satisfactorily supply the needs on the second floor. This is not due to the lack of water supply but to the type of pump in use. The toilet conditions on the second floor are sometimes made insanitary because of lack of water and large quantities of lime must be used. The rooms and corridors in both cottages were found scrupulously clean.

The inmates use the dining-room in the south cottage. The equipment there consists of three large tables and one small table. The plates and cups used are of crockery.

The meal served at the time of the inspection consisted of mashed potatoes, fish (haddock), peas, bread and tea. The bread is baked at the cottage.

The per capita cost of food provisions for the month of November, 1914, with an average population of 23, was 17 cents per day, \$5.10 per month. For December, 1914, 14 cents per day, or \$4.53 per month, with an average of 34 inmates, including matron and fireman. For January, 1915, with an average of 40 inmates, the average cost per day was, 13 cents, or \$4.33 per month, including matron and fireman.

Vegetables raised on the farm are now being used. So far the only purchase of vegetables has been one barrel of onions. No pork has been purchased for a year. Likewise, no butter, milk or eggs.

Beans, potatoes and apples have been shipped to Great Meadow. In February, 1915, 692 pounds of fresh pork were shipped to Great Meadow.

Inmates are permitted to talk during mealtime when matrons are on duty.

The three male prisoners (from Great Meadow) do not live in either of the cottages but in the old farmhouse, some distance from the cottages. They take their meals in the kitchen of the south cottage and while they are there it is said that a matron is always present.

The inmates make their own garments. Each woman receives upon admission two suits of underwear, two outside dresses, two undershirts, two night-dresses, two aprons, two pairs of stockings, and one pair of shoes. The dress material is of checkered design. The women assembled in the dining-room at the meal hour had their clothes and hair nicely arranged, and in every instance presented a neat and clean appearance. Some of the women wore a piece of red ribbon. This is given as a reward for three months of good conduct.

The inmates are employed in the following ways:

- a. Sewing of garments.
- b. Household work.
- c. Stripping willows (a teacher from Auburn Prison is to be assigned to instruct the women in basket making).
- d. Sorting potatoes.
- e. Sawing wood.
- f. Milking the cows.
- g. Making butter.
- h. Looking after poultry.

The four women who work in or near the barn are under the supervision of the farmer. The women have also done painting and whitewashing. In the spring it is planned to use the women extensively at farm work.

The daily routine is as follows:

Rising bell.....	6:30
Breakfast.....	7:00
Begin work.....	8:00
Stop work.....	11:30
Luncheon.....	12:00
Exercise out-of-doors.....	12:30 to 1:00
Begin work.....	1:30
Stop work.....	4:30
Supper.....	5:00 to 5:30
Recreation inside or outside of cottages.....	5:30 to 6:30
Matrons entertain inmates by singing, reading, etc.....	6:30 to 8:45

Upon admission it was said that every woman is examined by a matron and the physician who visits daily. Her hair is washed with larkspur and she is supplied with a complete outfit of clothing. The old clothing is washed and aired and then put into a bundle and placed in the storeroom. There is no fumigating apparatus available, although it is said that only one prisoner with vermin was brought to the institution.

During the night the doors of the rooms are not locked and no matron is on duty after 9:30 or 10, although both matrons sleep on the top floor and can be reached by any of the inmates. Nevertheless it is important that a night matron be on duty.

### RECOMMENDATIONS.

1. Necessary beds and bedding should be supplied in order that more inmates can be accommodated in the two cottages. It is *unfortunate* that an institution with two splendid buildings located in the country should have such a small population. The chief magistrate of the Court of Special Sessions, New York City, in a letter expressed a desire to send many inmates to the farm when the accommodations are sufficient.

2. An additional matron should be added to the staff for night duty.

3. A higher power water pump should be installed in the basement of the south cottage.

4. The old farmhouse should be improved so that the warden can use it as his residence, in order that eight rooms in the north cottage, now occupied by him and his family, can be made available for inmates.

## DANNEMORA STATE HOSPITAL, DANNEMORA, N. Y.

INSPECTED JUNE 17, 1915, BY E. R. CASS.

The institution is under the supervision of Dr. Charles H. North, who is responsible to the Superintendent of Prisons.

This institution is not a part of Clinton State Prison, which is located a short distance from it. The hospital was established for the purpose of confining and caring for such male prisoners as are declared insane while confined in a State prison, reformatory, or penitentiary, who have been sentenced thereto for a felony.

The total population at the time of inspection numbered 515. The certified capacity of the institution is fixed by the State Hospital Commission at 358.

The population was distributed according to the mental character of the patients.

The inmates are employed at domestic work about the institution, grading, stone-cutting, farming, etc.

The overcrowding in the institution in the past has been so serious that during the last fiscal year the admissions were limited by order of the Superintendent of Prisons to only the acute cases. The congestion has been somewhat relieved, due to the activities of the Bureau of Deportation of the State Hospital Commission, resulting in the deportation of many alien patients. This change, although helpful, has not solved the serious condition of overcrowding, because the cases were deteriorated ones and of the inactive class and not the type requiring assignment to individual rooms. The further deportation of alien inmates has been checked, due to the present conditions in Europe. Much relief will be had when the new south wing is completed, but even then the institution will not be equipped to accommodate a further increase in the population. The opening of the new wing will simply relieve the present congestion and any further increase to the population will again cause an unsatisfactory and serious condition.

The physical conditions are about the same as at the time of previous inspections. The new south wing will soon be ready for occupancy. The scaling of the sides of the interior walls is still a source of much annoyance to the management.

There is a decided difference in the scales of compensation of prison guards and hospital attendants. This results more or less in the hospital serving as a training school for the prison service, thus taking from the hospital men especially qualified as attendants by long experience. While their experience in dealing with the insane is of much value in the administration of the hospital, it is of no

special importance to their work in the prison. However, the men are tempted to leave the hospital service because of the more liberal compensation given in the prison service. This results in the hospital service being frequently shorthanded and in general handicapped. The situation can only be remedied by an increase in the wage scale for those who enter the service so that a better caliber of men will be attracted. The wages should be so graded that a man will be justly compensated as his years of experience and service increase.

A complete tour of the institution was made in company with Dr. North and one of his assistants. The inmates were observed and conversed with. There was no evidence that they were not kindly and humanely supervised. They seemed as well off as poor unfortunates in their condition could be expected to be. To be sure, it is quite difficult to learn much from their conversation, due to their mental status, so that extended observation is the only true means of inspection. There was a highly satisfactory condition of cleanliness and order in all parts of the buildings.

The farm activities are limited to 26 acres. Of this number 15 are divided to hay, 3 to oats, 2 to corn fodder, 1 to potatoes, 1 to peas, 1 to sweet corn,  $\frac{3}{4}$  to beans, and  $2\frac{1}{2}$  to garden truck. While the institution is located in a particularly rocky section, the farm acreage should be increased so as to furnish a satisfactory form of employment for inmates who can be thus utilized, and to establish a greater means of contributing toward the cost of maintenance.

## RECOMMENDATIONS.

1. Necessary money for the construction, and for the foundation iron and steel work of the northwest wing, should be appropriated. As was pointed out in another part of this report, the opening of the southwest wing will bring about a fairly normal distribution of the population, but judging from the rate of increase (during the last 14 years) and the class of troublesome and habitual criminals, made dangerous by persecutory insanity, further accommodations must be provided so that a serious condition of congestion will not occur again in the near future.

2. Necessary precautions should also be taken to protect and increase the present water supply which is obtained from the southern slope of the Dannemora mountains for not only the State Hospital but Clinton Prison. In this tract of land there is also much stone that can be quarried and used in the construction of buildings.

3. Necessary money for extraordinary repairs and equipment should be provided. The hospital has been in operation fourteen years and the increase in the population has been so rapid that the expenditures for furniture and for additional patients alone have taken the major part of the limited appropriations made in the past for repairs.

4. Appropriations should be granted for the further equipment of the power plant of the institution. Since 1900 only one additional boiler has been purchased. A new engine and boiler and generator are needed. The present engine and generator are practically worn out, and the hospital is without sufficient equipment properly to light the building in case the large generating set now in use should be temporarily disabled.

5. Appropriations should be granted further to develop the stone-cutting industry which not only forms a most excellent means of employment for the inmates but represents an important saving to the State.

6. Aside from the small compensation granted to attendants, their satisfactory and adequate living quarters near the hospital should be considered. They should be able to get away from the unavoidable noise and commotion about the wards through the day and sometimes at night, a condition which works particular hardship, especially with the members of the night staff. The plan to transform a shop building into a cottage for night attendants should be financially supported. The building would provide needed additional accommodations for night attendants and other employees.

7. Funds should be provided to repair the side walls in the kitchen and those in some of the corridors.

#### PROGRESS AND IMPROVEMENTS.

1. Considerable grading has been done about the institution grounds.

2. A storeroom has been provided for bread (as per previous recommendation).

3. The new southwest wing is nearing completion.

4. Many of the beds throughout the institution have been repainted.

5. Many weak and worn-out bed springs have been replaced by new ones. Recommendation to that effect was made in a previous report.

#### MATTEAWAN STATE HOSPITAL, BEACON, N. Y.

INSPECTED SEPTEMBER 4, 1915, BY E. R. CASS.

This institution is under the supervision of the medical superintendent, Dr. Raymond F. C. Kieb, who is directly responsible to the Superintendent of Prisons.

The population may be divided into three distinct categories, namely, the court cases, those under criminal jurisdiction who are serving terms of imprisonment, and those not under criminal jurisdiction, as they have served the original sentence. These court cases, which constitute a very large percentage of the population, have been declared insane either before or after indictment, and are detained at the hospital until a certificate of mental restoration can be made. If such a certificate is issued they are returned to the committing court, to be called for trial or otherwise legally discharged. The inmates constituting the second class are those except insane male felons who have been declared insane while serving a term of imprisonment in the penal institutions of the State. The insane male felons are sent to the Dannemora State Hospital. The percentage of this group of inmates constantly varies but is considerably less than the number constituting the court cases. The former inmates, after they have been committed to the hospital, continue to serve their original sentence, and if their recovery occurs during the term of imprisonment they are returned to the penal institution from which they were committed to complete the sentence. In the case of female felons, some are serving a life sentence, while the misdemeanant serving a sentence of usually thirty days has been sentenced to a county jail, or penitentiary, for over-indulgence in alcoholic beverages. Those constituting the third group are similar to those in the second group, except that their term of imprisonment has expired and under the existing law they must be detained at the hospital until they are reasonably safe to be at large. However, the law also provides that the State Hospital Commission can cause cases of this kind that do not exhibit dangerous tendencies to be transferred to a civil hospital for the insane. It is stated that a large percentage of this group were originally offenders against municipal ordinances, and it is therefore questionable whether they should ever have been under criminal jurisdiction, because the nature of the crime in most instances is a manifestation of mental unsoundness. In so much as these patients rarely exhibit dangerous tendencies or criminal traits, provision should be made elsewhere for their care.



The hospital is built on the congregate plan on an elevated site of large acreage in one of the most picturesque sections of the State. The building is a two-story brick structure, heated by steam and lighted by electricity, and is adequately lighted and ventilated, both from the front and the inner court-yards. The interior of the building is arranged on the dormitory and single-room plan. These sections are divided into what are known as wards. On the first floor of each ward there is a day room, a room for officers, a clothing-room, bathroom and toilet. On the second floor are the dormitories and single rooms for inmates.

At the time of the inspection the total population numbered 849, of which number 713 were male and 136 female.

In the classification and assigning of the population to the various wards the essential factor considered is the psychotic element which necessitates the classification of the patients according to their degree of mental disturbance. For instance, the most vicious are segregated in one ward, the disturbed and active in another, the greatly deteriorated in another, the actively homicidal in another, etc. Because of this system of classification, minors are therefore kept in the same wards with adults. If the minors were to be kept entirely separate from adults it would be necessary to classify the minors on the same basis as the adults at present are classified. This would be essential in order to guard against placing an orderly boy in the same ward with an actively homicidal boy or a vicious degenerate. It is the opinion of the superintendent that because of the small number of minors usually detained at the institution, the commingling of the minors and adults is not serious. The superintendent is further of the opinion that the only benefit that would result from the segregation of the minors would be the peace and quietude of the adults, because the boys usually take delight in annoying the older patients. The law prescribes that in some of our penal institutions minors be kept entirely separate from adults. This applies particularly to county jails and was designed to protect the minors from the evil influences of older persons of questionable character. It is a question whether minor inmates of a hospital for the insane, who are not hopelessly mentally deranged, are not similarly susceptible to the evil influences of adult patients of slight mental disturbances. Therefore, it would be well perhaps to consider, providing there was sufficient accommodations for the same, the segregation of the quiet and orderly boy from the adult patients of similar mental characteristics, even though these patients are in very small numbers. As a matter of fact, it seems

a pity that the boys cannot be kept entirely free from the general environment and life of an institution of this kind, because of the likelihood of their recovery and return to outside life.

The congestion of the population presents a very serious problem. The degree of overcrowding throughout the institution is such that it is impossible for all the patients to be seated in the wards at one time. It is possible to exercise the patients only a small part of each day in the courts. It is necessary to place two patients in each of many of the small rooms. Patients have to sleep in the corridors. The limited quarters make it very necessary to place the homicidal and dangerous patients in the same wards, thus preventing satisfactory and essential segregation. In other words, the institution was designed to accommodate a certain number of patients, and for years the population has been steadily exceeding this number. Something must be done to relieve this congestion so that the treatment of the patients will not be handicapped. It was hoped that with the completion of the new female quarters the overcrowding would be somewhat relieved, but unfortunately only sufficient money was available to finish the buildings and not fully equip them for use. At the time of this inspection all of the new quarters could not be used and many women patients were still in the main building. In the new female quarters a temporary kitchen and dining-room have been provided in the basement. These quarters are not satisfactory, particularly the kitchen. It is almost inhuman to ask persons to work in it because of the lack of sufficient ventilation. When food is in the process of preparation the temperature in this room goes beyond 100 degrees and therefore provokes unnecessary discomfort for those who must do the work.

In the section of the main building known as the jail there were six or eight patients. Some of these were in the corridors, others in separate rooms. There was nothing in the treatment of these prisoners during the inspector's stay in this particular section to arouse suspicion as to unkindly treatment toward them on the part of the attendants in charge.

The usual highly satisfactory condition of cleanliness and tidiness throughout all parts of the institution prevailed. Perfect order was found in the various wards.

An inadequate remuneration for services of employees is quite characteristic of this institution and also of the Dannemora State Hospital. It is important that the wage schedule be increased so that the best type of man and woman will be attracted to this

kind of work and will find it worth while to remain in the service. For the care of the criminal insane the problem of custody and treatment requires more than the ordinary type of hospital attendant. Persons possessed of much tact, sound judgment and with much experience are important assets to the efficient administration of the hospital details.

The matter of employment for the inmates receives due consideration. No patient is employed until the physician has made a careful study of the case, and thereafter the physician must judge the qualifications before any change of work is made. This necessitates an intimate knowledge of each individual patient and the co-operation of all employees. Employment out-of-doors is provided in the cultivation of a 360-acre farm. This provides a very healthful means of occupation for many of the patients. Others are employed at construction work, on the grounds, and at road work. Patients are also assigned for employment to the dining-room, kitchen, bakery, storeroom, laundry, tailor-shop, shoe-shop, etc. At times, as high as 55 per cent of the population is employed. If an industrial building were available, many of the patients who cannot be satisfactorily employed under present conditions could be put to work. Undoubtedly, work must do much to improve many of the inmates mentally, physically and morally.

#### RECOMMENDATIONS.

1. The dangerous overcrowding of the wards, rooms and corridors in this hospital should not be permitted to continue. Further accommodations should be provided, either by constructing one or two new buildings or by building an additional wing on to the present structure.
2. Appropriations should be granted for the equipment and furnishing of all of the new female quarters.
3. The facilities in the bakeshop should be modernized and a power bread-mixer be added to the equipment. Hand mixing is decidedly insanitary.
4. New boilers should be installed in the power plant. The present ones have given the State already too many years of service.
5. Appropriations should be granted to further extend the fire-alarm system to cover the buildings on the farm. Fire-fighting apparatus is also needed.

#### NEW YORK STATE REFORMATORY, ELMIRA.

INSPECTED APRIL 13, 1915, BY E. R. CASS.

The superintendent of the Reformatory is Patrick J. McDonnell. He is assisted by the assistant superintendent, Dr. Frank L. Christian, and a staff.

The total population at the time of inspection numbered 1,397, divided with respect to grades as follows: First grade, 634; second, grade, 752; third grade, 5.

The hospital census was 44.

When prisoners are admitted to the institution, they are assigned to the second grade. After six months, not necessarily consecutive, of good conduct, and satisfactory advancement in their trade and scholastic work, they are promoted to the first grade, and then after six months of satisfactory record in conduct and school work, both scholastic and trade, their eligibility for parole is considered. Pre-institutional record does not strictly enter into the basis for promotion and classification.

A complete tour of the institution was made in the company of the record clerk. The cleanliness and order throughout all parts was highly satisfactory.

The interiors of the cells are now painted instead of being white-washed. There is only a slight draught in the ventilators located at the top of the rear wall of the cell.

Since the fire, the sections previously occupied by the upholstery and printing shops have been occupied by the carpenter class. The carpenter class building and its equipment was completely destroyed at the time of the fire. The new section used by the carpenter class has been refurnished with an entirely new outfit, most of which, consisting of benches, was made on the premises by the inmates.

At the time of the inspection there were five prisoners in the guardhouse. They received daily exercise from one hour to one and one-half hours in the cellhall, and also once a day for about an hour in the yard. All of the men in this class were conversed with and they had no complaints to offer relative to their treatment.

In the special class, formed for mental defectives, there were eighteen prisoners. These prisoners are taken from any one of the above mentioned grades. They are kept entirely separate from the other inmate population. Much is done for their comfort and with consideration for their welfare.

Cellblock "F" is the only one with toilet and washbasin equipment in the cells. While the other cells are fairly large and well ventilated,

and while much light and air is admitted into the cellhall, making them far superior to the cells in our State prisons, with the exception of Great Meadow, they would be much improved if appropriations could be had for the installation of toilet equipment and forced draught ventilation.

The cell capacity of the institution is always used to its fullest extent. Drafts are sent to the Eastern State Reformatory at Napanoch about every sixty days. There is no doubling-up in the cells at Elmira.

The hospital rooms were very clean and orderly. The inmates confined in these rooms spoke very highly of the treatment accorded them, and, judging from the smiles on their faces and their general actions, they were all contented and reasonably happy.

The kitchen and bakeshop were exceptionally clean. The equipment in both parts was neatly arranged and presented a very satisfactory appearance.

In the messhall, the tables, the cleanliness of the floors and the table equipment was satisfactorily clean and neatly arranged.

The barn under construction at the time of the last inspection is completed and is now in use. This building was erected along modern lines and seems satisfactory.

Regular tests of the milk are made by the State Department of Health. No tests are made on the premises. If arrangements could be made, it might be well to start the practice of making tests daily so that the boys might become familiar with every detail of up-to-date dairy work.

The parade ground is still in a bad condition. The military drill being one of the excellent features of this institution, its development should not be handicapped in any way.

Conversation with many of the boys, individually and in groups, did not bring to the inspector's attention any complaints relative to their treatment. Several boys known to the inspector prior to their arrival at the institution spoke very highly of their treatment.

The daily routine of the institution is as follows:

6:30 a. m.	Bucket turn out.
7:00	Breakfast.
7:00 to 10:00	Shop.
10:10 to 11:30	Military drill.
12 m. to 12:30 p. m.	Dinner.
1 to 3:15 p. m.	Trade school.
3:30 p. m. to 5:00 p. m.	School of letters.
5:15 p. m.	Supper.
6:00 p. m.	In rooms.

On Saturday afternoons the boys are allowed the freedom of the yard. Occasional entertainments are held.

The above daily routine is followed very closely and systematically. It should help considerably to promote promptness, obedience and regularity.

The authorities are reluctant to establish the brick manufacturing industry in connection with the institution. The natural facilities in this section are said to be splendid. However, the authorities do not feel that the manufacturing of brick possesses sufficient educational possibilities to justify its introduction into the daily routine.

The part-supervision of the population by inmates known as "monitors" is still in vogue. It was stated by the superintendent that this system even in its best form is not entirely satisfactory to him, but because of the limited number of civilian officers and the lack of necessary funds, it is necessary to make it a part of the institutional system. It is natural to expect that the majority of the rank and file of the inmate population should resent having some of their number placed in a position where it is possible to exercise some degree of authority. This system, whereby inmates are designated by the administration as monitors, apparently brings about jealousy, discontent and other undesirable conditions.

#### RECOMMENDATIONS.

1. Appropriations should be made to install toilets in all of the cells so as to eliminate the use of the bucket system, which even with the greatest care is conducive to insanitary conditions.

2. Sufficient funds should be provided so that the staff of civilian officers can be sufficiently increased to obviate the necessity of using inmate officers.

3. The parade ground should promptly be repaved, also the invalids' yard.

#### EASTERN NEW YORK REFORMATORY, NAPANOCH.

INSPECTED AUGUST 17, 1915, BY E. R. CASS.

This institution, although located in a different section of the State, is a part of the Elmira Reformatory, and the Board of Managers and the Superintendent of Elmira are responsible for the Eastern New York Reformatory. They are represented at the institution by the assistant superintendent, George Deyo.

The total population at the time of inspection numbered 437, divided into the following grades:

First grade, 322; second grade, 109; third grade, 6; total, 437.

About 40 per cent of the inmate population usually consists of prisoners returned for violation of parole. The remaining number are older than the average age of those kept at the Reformatory at Elmira.

The style of the buildings and their arrangement present a very picturesque view to the observer from the outside. They consist of two large wings, running north and south and separated in the center by a partly completed administration building. Beside the cellhalls and the administration building, there are shop buildings, power plant, messhall, and kitchen building, also a laundry and a bath-house. In the south wing is a divided brick cellblock with four tiers on each side, twenty-eight cells on each tier. In the north wing there is also a divided brick cellblock, with four tiers on a side, and thirty-four cells on each tier. The dividing space of the cellblock is exceptionally wide and gives much space wherein air may circulate along the backs of the cells and over the top of the cellblock. The cells are unusually large and are equipped with a cot bed and whatever other kind of furniture the occupant may get from the outside or make during his stay in the institution. Unfortunately, they are not equipped with a water-closet or set basin with running water connections. This necessitates the use of the iron bucket system, which is antiquated and insanitary and very much out of place in an institution of modern design. This serious condition will be somewhat relieved because of appropriations obtained to install toilet facilities in the cells of the south cellblock. Plans for the work have been completed and inmate labor is to be utilized. The laundry, workshop, messhall and kitchen buildings are well equipped and modern in every detail. One of the attractive features is the immense bath-house which is probably the best in any institution in the State. Individual bathing compartments are available. These are arranged in a series on each side of a large hall. Through the center of the hall is a platform which is used by the officers supervising the inmates during the bathing periods.

The following is a monthly statement of the number of inmates paroled and the number of each returned from the respective monthly groups:

January, 1915,	paroled 29, two of this number returned.
February, " "	31, three " " " "
March, " "	28, two " " " "
April, " "	29, none returned.
May, " "	34, " "
June, " "	38, one returned.
July, " "	36, none returned.

*Discipline.*—The population consists not only of inmates who have not as yet been paroled, but also, as pointed out above, of inmates a large percentage of whom are parole violators, that is, those who have had an opportunity to make good on the outside and have not done so.

Unfortunately, because of the congregate plan of construction, it is not practicable to keep these inmates entirely segregated from the others. Prisoners who do not respond favorably to the rules of the institution are placed under discipline. It is within the power of the Board of Managers to keep in custody in the institution a person, properly committed, for the maximum period of sentence which could have been imposed for the crime for which he was committed. For instance, a person who has never been committed for felony and is found guilty of forgery in the first degree can be sentenced to a State prison for a period of not more than twenty years, or to the Elmira Reformatory. If sentenced to the reformatory it is possible for this prisoner to obtain his release in about thirteen months, providing his institutional record is satisfactory, and he is then placed on parole for a period of six months or more. But if he does not meet the requirements of the institution the Board of Managers could hold him for any period not exceeding twenty years. This wide range of power invested in the Board of Managers acts as an incentive to the inmate and also as a deterrent.

There are three stages of punishment within the institution. The first is confinement in the guardhouse, which is a regular cell with the full equipment. The second is the jail. This is a regular cell without the equipment, except that the bed and blankets are provided at night. The third stage of punishment is the screened or seclusion cells. The buckets in these cells are emptied as frequently as they are used. No opportunity for exercise is given to men under punishment for a period of more than twenty-four hours. The following is the number of inmates placed for the respective months in the screened cells. When in these cells they are placed in charge of the doctor.

January,	1 (period of confinement, four days)
February,	0 " " " "
March,	1 " " " one day.
April,	1 " " " one day and one and one-half days.
May,	0 " " " "
June,	1 " " " four days.
July,	1 " " " three days.
August to	1 " " " three days.
date,	0

The period of confinement in the cells of the jail section varies from two to three days, and the number of prisoners confined averages two to three a week. Reports against the prisoners are made in writing to the principal keeper who acts as disciplinarian. In the basement, under the south wing, are some old cells of dungeon type. It was stated that these have not been used recently, although at the time of a previous inspection, about two years ago, a handcuffed prisoner was found by the inspector in one of these cells. These cells, however, should be entirely abolished and appropriations should be granted for a disciplinary building to be entirely separate from the other buildings. Prisoners under punishment in the cells in the regular cellblocks are a source of much disturbance and annoyance to the other prisoners and a serious detriment to the general discipline and order in the cellhall.

*Hospital.*—The sum of \$20,000 has been appropriated for a new hospital, the total cost of which is not to exceed \$50,000. More adequate hospital accommodations are needed. Special hospital accommodations have been provided on the first floor of the administration building for tubercular patients. There were four cases in the advanced stage and twenty-one incipient cases. These prisoners are isolated as much as possible from the others and have separate cooking and eating utensils, special dietary, clothes, etc. In the general hospital there were eight patients. It was stated that this is the usual number.

*Library.*—About 1,000 books are circulated weekly. Each inmate is allowed two books a week, and to inmates who teach in the schools three are given. Books on trades are supplied as liberally as possible to inmates who, in the judgment of teachers, are able to use them to advantage.

Although this is a part of the Elmira institution, the system is not the same in every detail. For instance, the military drill, which forms so integral a part of the Elmira system, is not used here. Setting-up exercises have been made a part of the daily routine.

The monitor inmate supervision plan, which is used at Elmira, is not used at this institution. It is a common saying among the inmates that the one thing they welcome in making the change from Elmira to Napanoch is that they are not subjected to supervision by inmates. While the Elmira system, although not entirely satisfactory to the officials of that institution, seems to be necessary, the officials of the Napanoch institution evidently find it possible to get along without it.

All parts of the institution were clean and orderly.

#### RECOMMENDATIONS.

1. The hospital should be completed.
2. The installation of toilets and washbasins with running water connections in the cells should be completed.
3. Additional farm land should be rented or purchased.
4. First-timers should be treated differently from parole violators. First of all, the parole violators should be kept separate from the others as much as possible. Secondly, the period of time before the violator becomes eligible for a second parole should be increased.
5. Appropriations should be granted for a power mixer in the bakery.
6. The concrete floors of the cellhouse should be repaired, also the floor in the kitchen.
7. The cells and walls should be painted with oil paint instead of whitewash.
8. The administration building, as originally intended, should be erected and quarters provided for a limited number of officers. A restaurant should be supplied where the officers could be served at least their midday meal at cost price, as is done at the Elmira Reformatory. The entire administration building should be completed in accordance with definite plans and made completely fireproof.
9. Appropriations should be made for the construction of a disciplinary building which will make possible the complete segregation and satisfactory isolation of those inmates who must be disciplined. The dungeon cells in the basement of the south hall should be abolished.

#### PROGRESS MADE.

1. The auditorium has been completed. It has a seating capacity of 892 and is equipped with an organ and a moving-picture machine. Pictures are shown during the winter months once every two weeks. Illustrated lectures are also planned as a part of the educational scheme.
2. The completion of the sewage disposal system.
3. Toilet and wash basins are being installed in the cells of the south wing, thus making possible the discontinuance of the insanitary bucket system.
4. The establishment of a special class for the third grade men.
5. The dietary has been improved, giving a greater variety, increased evening rations and better bread.

NEW YORK STATE REFORMATORY FOR WOMEN,  
BEDFORD HILLS, N. Y.

INSPECTED SEPTEMBER 2, 1915, BY PHILIP KLEIN.

Miss Mary Rebecca Moore is superintendent.

This reformatory is in its fifteenth year of existence and the place that it occupies in the treatment of the criminal has by this time been well defined. In accordance with the law, the institution may receive women between the ages of sixteen and thirty, convicted of a misdemeanor or any of the so-called minor offenses, such as habitual drunkenness, being a common prostitute, vagrancy, etc., provided they are not insane, "or mentally or physically incapable of being substantially benefited by the discipline of" the institution. Also, all women between the ages of fifteen and thirty convicted of a felony for the first time. As there is no restriction to first offenders in the cases of the first group, and as the only restriction in the cases of the second group is that they be first offenders in respect to felony, it naturally follows that there is practically no limit as to the number of previous commitments or arrests of persons received at the institution. And since the courts have very limited facilities for investigating whether defendants before them can be benefited by the discipline of the institution, it may be expected that a large number of inmates received are not proper subjects for reformatory treatment. During the fiscal year ending September 30, 1914, 226 women were committed to the reformatory, of whom 146, or 64.6 per cent, were committed for the so-called minor offenses, and 46, or 22.9 per cent, for misdemeanors (of the latter, 30 were petit larceny). This is a total of 192, or 87.5 per cent of misdemeanors and minor offenses.

That they were actually largely repeaters of one form or another appears from the fact that only 92, or 40 per cent, of the 226 girls committed claimed to have no previous record, and 95, or more than 40 per cent, admitted actual commitments to other institutions. Of this latter group it is enlightening to find that 35, or more than one-third, had among their previous commitments one or more commitments to the Workhouse in New York City. In other words, at least one-third of those who had previous institutional history were not sent to the Bedford Reformatory until after they had gone through the morally disintegrating school of a term in the New York City Workhouse. There is no justification, of course, for saying that those with previous histories are not proper subjects for reformatory treatment. But the assumption is that a previous

term, especially in such an institution as the Workhouse, is certainly not a proper preparation for Bedford, and that such girls as eventually come to this institution should certainly have arrived there before commitment to the Workhouse.

Whether those convicted of a felony have a better chance for making good than those convicted of misdemeanors or minor offenses, the latter of whom are more likely to be consistent sex offenders, there is no standard to determine with any amount of assurance. Of those paroled during the fiscal year of 1914, 78 per cent maintained good records. More specifically, of those who had been convicted of felonies, 86.5 per cent were maintaining themselves well. Of those convicted of misdemeanors, including petit larceny, 81.25 per cent maintained themselves well. Of those received for the minor offenses, 75.5 per cent maintained themselves well. In the latter group, those committed for being a common prostitute have still a lower percentage of 70.0 per cent. The average age of girls upon admission is calculated at 21 years and 2 months.

The conduct of the institution, however, is based upon the assumption that every girl admitted would make good, the only assumption upon which the proper system for those that actually do make good can be maintained.

Since the incumbency of the present superintendent, Miss Mary Rebecca Moore, there have been several changes in the position of assistant to the superintendent. Neither Miss Taft nor Miss Townsend occupies this position at present. Miss Hannah Godwin has been assistant to the superintendent since August 1st, and the other position is still vacant.

At the time of the previous inspection the institution was very seriously overcrowded. The census ranged at about five hundred. Due to the pressure of that overcrowding, which lasted over a considerable period, appropriations were made for seven additional cottages to house the fast-increasing population. Three of these cottages and a new hospital building were erected on the upper campus, while a group of four cottages was erected at some distance from the present group of buildings on the other side of the road. This group of four cottages is physically separated from the rest of the institution to such an extent that it will probably require a separate heating plant, a separate school, and probably an officer in charge of the group as a whole. While to some extent this may be a hardship, it really affords an excellent opportunity for classification. Apparently it has not yet been decided by the board of managers whether this group shall be devoted to colored inmates

or to some other specific class. One of the objections on the part of the management to making this a separate colored group is that the latter are, from an institutional standpoint, so very desirable that their removal would be a loss to the main group. Probably the best use of the separation of this group of cottages would be to devote them entirely to the best element of the institution, so as to prevent the latter coming in contact with the more hardened members.

Since the time referred to, the census of the institution has been gradually decreasing, so that the pressure for additional accommodations has become less. At the time of the inspection there were 371 girls at the institution. Not one of the new cottages has been occupied, partly because of lack of pressure of population and partly because the new cottages have not yet been furnished.

The distribution of the population at 10 a. m. of the day of inspection was as follows:

Elizabeth Fry Hall (reception department).....	47
Turner cottage.....	17
Gibbons cottage.....	24
Huntington cottage.....	28
Sanford cottage.....	22
Lowell cottage.....	24
Griffin cottage (including 25 babies).....	48
Morris cottage (honor group).....	21
Robertson cottage.....	26
Cowdin cottage.....	22
Hospital.....	9
Disciplinary building (solitary confinement).....	8
Farm cottage.....	19
Rebecca Hall (for demoted girls and those returned for violation of parole).....	80
Hilltop (assigned to the Bureau of Social Hygiene building).....	1

This lower census is attributable partly to the decrease in commitments following requests to that effect by the institution, and partly to some transfers to other institutions, such, for example, as Letchworth Village.

It is intended to occupy, within a week or two, three new cottages on the upper campus and the new hospital. Each of these new cottages has a capacity of twenty-eight; one is to be used for the inmates with babies, another as the honor cottage, and the third is to be given the girls from the Turner Cottage, who are the youngest and most hopeful. The present honor cottage is to be transformed into a building for the higher officers, such as school superintendent, teachers, etc. The cottage now used as a nursery is to be occupied by a group of more or less mentally defective girls, now occupying a cottage that will have to be given up upon the expiration of the lease of land upon which it is located. The actual increase in bed

capacity for inmates of the institution will therefore be about 30, giving a total of 400, instead of 370 as at present. The census at Rebecca Hall has been decreasing to its present number, but it will be impossible to abandon it entirely until the four new cottages are made available, constituting a separate group, with a total capacity of 80. It was stated that that would not be possible until additional appropriations are made for their furnishing and equipment and for the construction of a road leading to them.

The new cottages on the campus (not yet occupied) were inspected. Their general arrangement is very similar to that of the newer type cottages, built some time ago on the upper campus. They are arranged along a terrace and require much grading before they are brought into satisfactory physical relations with the other cottages on the campus. The furnishings of the cottages, as well as of the new hospital, are obtained as far as possible from the State Prison Department. The beds for the hospital were purchased from other sources. It was stated by the superintendent that most of the money appropriated for the equipment of the seven new cottages has been expended in the equipment of the three cottages on this campus, to be opened soon. Among the equipment for these, and the hospital as well, is a sewing-machine for each building.

The new hospital has two stories and a basement. The first floor contains a kitchen, a nurses' dining-room, 2 wards, 2 single rooms, bath and toilet, operating room and doctor's examination room. The second floor contains a nurses' room with bath, one room with bath for the use of officers needing hospital treatment, 8 single rooms for patients, linen closet, toilet and bath, and scullery. A separate quarantine department, which may be shut off from the rest of the building, and which has a separate stairway leading to it, contains four rooms and a nurses' room.

In all the new buildings, window guards, combined with an arrangement by which the upper window can be lowered only nine inches, have been installed to prevent escape. In the hospital a wide-meshed screen is attached to each window. It is intended to attach these wide-meshed screens to the Elizabeth Fry Hall as well, to prevent the rather frequent attempts to escape there.

The building as a whole, and particularly the stairways of the hospital, as well as of the other new cottages, are fireproof with the exception of the roof. The four other new cottages were not visited.

In the nursery cottage which was seen the cleanliness was satisfactory. The meal for that day at that cottage consisted of bacon and eggs, with sweet corn and bread for dinner. There had been

oatmeal with milk and sugar, bread, butter and coffee for the morning and there was to be bread and tea for the evening. This cottage receives approximately forty quarts of milk daily. The census of women with babies remains approximately the same, so that a variation in the supply of milk is not necessary.

The Cowdin Cottage was also found in satisfactory condition. There were window-boxes in some of the windows of this cottage.

The majority of the cottages within the institution are not sufficiently supplied with window-boxes and other similar accessories for making the living-rooms and dining-rooms of the cottages home-like and pleasant. Practically no rooms in any of the cottages are painted. The bare plaster as originally left by the builder confronts the visitor throughout the institution. It was stated that there are no moneys available for painting the rooms. This condition, however, produces a cold, unfriendly impression and is, moreover, unsanitary and hard to keep clean. All rooms should be painted with oil paint. The only large building in which much oil painting has apparently been done is Rebecca Hall.

Rebecca Hall was found in much the same condition as usual, clean, so far as the use of soap and water can make it. But the cement floors are in a wretched condition; the rooms used by the girls in the section, transformed from its original cell form to a room plan, are still occupied by two inmates per room; there are no screens on the windows to keep the fly pest out. Some improvements have been made to mitigate the generally objectionable character of this building. Crockery has been substituted for the *agateware* eating utensils and the dining-rooms are used as recreation rooms after meals. The girls remain in the recreation rooms between supper and bedtime. The top tier or floor of the present wing of Rebecca Hall is now being used as an intermediate disciplinary department where girls may be detained a few days away from the rest of the population. There were no girls in this department at the time of the inspection. The general inadequacy of this building need not be commented upon; it is known to all that are acquainted with the institution. It is to be hoped that the new cottages will be furnished and otherwise made ready for occupancy at the earliest possible date so as to expedite the complete abandonment of Rebecca Hall for its present purposes.

The disciplinary building had seven inmates; one had been in since August 27th, another since August 26th, a third since August 21st, a fourth since September 1st, a fifth since July 28th, a sixth since July 27th and a seventh since August 6th. The girls in

solitary confinement appeared to be fairly cheerful; all but one or two had been sewing (generally on aprons), during the morning. They offered no complaints because of solitary detention or discomfort. This building still suffers from inadequate ventilation and particularly from the absence of a bathroom. The girls in this building can only take sponge baths.

In the hospital there were seven patients, three of them obstetrical cases and one a case of observation for insanity. When the new hospital building is occupied the present hospital quarters will be used as a central storehouse. The storehouse facilities of the institution at present are most inadequate. The basement of the administration building is now used for storage purposes.

The farm cottage was visited while most of the girls were at work in the fields. Some were seen on the cabbage patch, others on an adjoining field containing various farm products. Still others were cutting brush, preparatory to burning. The farm activities of the institution are under the supervision of Miss Eleanor Miller, formerly instructor of agriculture at the State Agricultural and Industrial School for Boys at Industry, New York. Miss Miller has been conducting the work since April, 1914, and states that the girls respond very satisfactorily. There are two herds of cows at the institution, totalling forty-five cows in all; thirteen of these are reactors to the tuberculin test. It was stated that the presence of these reactors is an expensive matter for the institution, since it requires separate barns and a general segregation throughout, including separate supervision, under an additional employee. It is intended to dispose of the reactors as fast as possible, and to have eventually a complete and non-reacting herd. Practically all the milk used at the institution is supplied by this herd, but no butter or cheese or other dairy products are obtained, the herd not being large enough for that purpose. Milk records are kept for each cow but no regular qualitative tests are made or recorded.

The girls living in the farmhouse are practically honor girls, and, in contrast to the girls in the rest of the institution, live in three large dormitories. These are not far from the road, so that a high class of girls, who can be trusted, must necessarily be assigned to this cottage.

Work was being carried on at the time of inspection on the new sewage disposal plant located along the road that runs by the farmhouse. This new plant will suffice for the needs of the old plant as well as of the additional buildings that have been erected or may be erected in the future. It was deplored that some of the best farm



land of the institution had to be given up to this purpose because of the necessity of locating it on low ground.

The general methods of the institution in respect to the scholastic instruction and industrial training are based on the principle that the *training most necessary* for the inmates of this institution, in addition to the rudiments of grammar school education, is in the domestic sciences. It is assumed that the majority of the girls upon discharge from the institution would enter domestic service. Whether that is true for a considerable period after their discharge has not yet been definitely ascertained. But the figures for the fiscal year ending September 30, 1914, show that of the 156 girls paroled during that year who are maintaining correspondence in accordance with parole instructions, 130, or more than 83 per cent, have actually gone into domestic service, either as employees, or for husband, father, mother, or relatives. Of the remaining twenty-six only fifteen are factory operatives. The concentration, therefore, in the scheme of instruction at the institution upon domestic sciences seems to be well justified.

The general routine provides for scholastic instruction half a day and for industrial instruction during the other half. The schedule of attendance is so arranged that every girl, in addition to the scholastic instruction, receives, so far as possible, instruction in cooking and sewing. The practical work of cooking, laundering, sewing, etc., in the cottages is coordinated with the instruction in the same subjects given at the school.

The following was the attendance at classes during July, 1915:

	A. M.	P. M.
Cooking class.....	2 sections, 8 each	2 sections, 8 each
Mending class.....	16	20
Model class (elementary) sewing.....	15	16
Sewing class (advanced).....	15	14
Shop (miscellaneous work), shoe maker, mattress-making, etc.....	4	0
Primary school class.....	27	0
Intermediate school class.....	27	0
Advanced school class.....	25	0

During the summer the scholastic instruction is largely curtailed by the assignment of much larger numbers to outdoor work. Such outdoor work during the rest of the year is done either by those who do not need scholastic instruction or by those who have completed their school courses. Such outdoor "gangs" are recruited from the various industrial classes and are designated as available for outdoor work. Miss Ida J. Murphy, principal of schools, has complete charge of both scholastic and industrial instruction.

The Elizabeth Fry Hall, which is used as a reception department for the institution, had forty-seven inmates on the day of inspection; fourteen of these were in the quarantine section, which constitutes an entirely separate division of the building. One girl was received at the time of the inspector's visit. The method of reception has been described in detail in a previous report. In brief, a girl is brought in at a separate entrance to the building and is taken directly to a room, where she is weighed, measured and officially admitted. From this room she passes directly to an adjoining room where she is given a thorough bath. From this room she immediately goes to an adjoining physician's office where a complete physical examination is made. From the physician's office she is taken directly to her room to remain in quarantine for fourteen days. The quarantine rooms, which total fifteen, are in the same section of the building as the reception department referred to. At the end of the quarantine period, the girl is removed to a room in the other section of the building, where she remains subject to examination by the superintendent, physician, psychologist, sociologist, and educational director of the institution. The building containing the laboratories of the psychologist, sociologist (and, until recently, the neurologist), is a short distance from Elizabeth Fry Hall. The girls are taken from the reception building to the laboratory building for examination. Neither the Elizabeth Fry Hall nor the laboratory building is an integral part of the reformatory plant. The Elizabeth Fry Hall is leased to the reformatory by its proprietors, the Bureau of Social Hygiene, for a period of five years, after which, it is understood, the State is to purchase the building. The girls are examined by the scientific staff of the Bureau of Social Hygiene, through courtesy of the Board of Managers of the institution. The laboratory staff are not official members of the institution staff.

There is considerable misunderstanding as to the exact nature of the work carried on by the laboratory staff in respect to the inmates of the institution.

The purposes of the laboratory are fourfold:

1. To obtain data that will aid in making the institution most serviceable towards the rehabilitation of the inmates.
2. To obtain data to employ in the rehabilitation of the inmate after discharge from the institution, while on parole, and if possible after the expiration of parole.
3. To obtain scientific data bearing on the causes and possible elimination of causes of crime, particularly among women.
4. To a very small extent, to test the serviceability of methods of psychological tests.

The examination of inmates begins during the quarantine period and is extended as long as it is necessary. While such examinations

are conducted, girls are held in Elizabeth Fry Hall. The tests extend occasionally to several months' duration. Four distinct fields of study are entered upon.

1. Purely psychological; to test the native ability of the inmates, not only as to their purely mental powers, but also as to emotional, moral, and temperamental characteristics. This work is carried on principally by Dr. Fernald and Dr. Hayes.
2. Educational tests; to determine acquisition of knowledge and powers, as distinct from native ability. This work is under Miss Mary A. Clark.
3. *Sociological inquiry*; consisting mainly of a collection of data bearing on the environmental factors in the life of the inmate; including also collection of data for hereditary charts conducted by Miss Robinson.
4. Search for psychiatric and scientific data; this branch of work is not being carried on just at present.

For scientific purposes, the material obtained by the laboratories is to be published separately as psychological studies on the one hand and as sociological studies on the other hand.

For institutional purposes the data obtained in the laboratories are presented principally at the weekly staff meetings. These are held on Sundays, under the chairmanship of Dr. Katherine B. Davis, director of the Bureau of Social Hygiene and formerly superintendent of the reformatory. At the staff meeting the laboratory staff, the superintendent, the institution physician and the principal of schools are present, in addition to Dr. Davis. The results of the laboratory examinations and of interviews by the physician and superintendent are studied at the meeting. The possibilities for the girl, both inside the institution and outside, are discussed, and the girl in question generally appears before such staff meeting. The minutes of the meeting are taken down in shorthand and accurately recorded. At these meetings it is decided what cottage the inmate is to occupy upon discharge from Elizabeth Fry Hall. The recommendations of the laboratory staff, and of the staff meeting as a whole, are not binding upon the superintendent, who may dispose of the girl as she wishes, regardless of such recommendations.

The original data collected by the laboratory staff are not forwarded to the institution files, either in the original or by copies.

A brief summary of the information obtained from these examinations is made and sent to the institution office. This summary contains generally the following information:

1. Physical condition; general statement, use of alcohol, vision, hearing, presence of syphilis or gonorrhoea.
2. Mental condition; in general terms, not as specific results of tests.
3. Disposition; referring to temperament, etc.
4. Conduct.
5. Environment factors; in briefest form.
6. Probable causative factors, e. g.
  - a. Probably constitutional.
  - b. Alcohol.

7. Recommendation, e. g.
  - a. Ideal: Valatie, N. Y. State Farm for Women.
  - b. In Bedford: Turner cottage.
8. Outlook:
  - a. For institution, e. g. fair.
  - b. For future, e. g. unfavorable.

This résumé is filed in the main office of the institution, together with other records of the girl, including disciplinary and court records, and is available for use by the matrons. Very limited reference, however, is made to these records.

As a whole, the work of the laboratories is carried on independently, and the relation to the institution and its activities is not very close. Thus, the records of the examinations of the laboratory staff are not followed out or added to during the institutional stay, or the parole period of the inmate. The experience of the matrons with the inmates in the cottages is not added to the data, and the results with the girl, whether in the institution or after her discharge, are not used in checking up the laboratory tests.

#### RECOMMENDATIONS.

1. The work of the Bedford reformatory so far has taught the unmistakable lesson that the courts are unable to determine with any amount of precision the reformability of a prisoner but that the facilities of the reformatory are such as to fit them for such determination. The figures quoted in the first part of this report would seem to indicate that if the results from the studies of the scientific staff at the institution could be made available to the judges before passing sentence on the girls, commitments would be on a more satisfactory basis. Moreover, the need for institutions for specific classes of inmates, such as feeble-minded delinquents now received at the reformatory, would be clearly shown if the results of the examination at the institution could be consistently referred back to the court. It is therefore recommended that steps be taken to effect legislation that would make possible the commitment of females to this institution before final sentence, for the purpose of advice to the court as to the best method of disposition. The laboratory of the institution should be given a legal status for this purpose and the institution proper should be retained as a general reformatory for the most hopeful group.

2. The utilization of the group of four cottages as a separate unit for the best element of the institution to be

segregated from the other inmates should be planned for at the earliest possible time.

3. Vacant buildings are a financial and institutional loss. Appropriations should be made for the equipment of all new cottages and their immediate utilization.

4. Immediately upon the occupation of all new cottages, Rebecca Hall should be abandoned for its present use.

5. All buildings should be abundantly supplied with mosquito netting.

6. All buildings should be supplied with unobtrusive wide-meshed screens to remove the temptation of easy escape.

7. The cottages should be made more homelike by a plentiful supply of window-boxes and other similar decorations. This should not be left entirely to the initiative of the matrons in charge of the cottages but should be accepted as a general policy of the institution.

8. All rooms in the cottages should receive a coat of oil paint. The present plaster surface is very unsatisfactory.

9. A bath should be installed in the disciplinary building, if necessary by the utilization of one of its cells for that purpose.

10. Recommendations of the farm superintendent for the abolition of the herd of "reactors" and for the establishment of a complete up-to-date dairy should be carried out.

11. Scientific data obtained by the laboratory should be supplemented and verified by data gained through the experience of matrons in the cottages and of the parole officers exercising supervision over the girls after their discharge from the institution. In general, the activities of the Bureau of Social Hygiene and of the institution proper should be better harmonized for the profit of both.

#### WESTERN HOUSE OF REFUGE, ALBION.

INSPECTED APRIL 19, 1915, BY E. R. CASS.

The Western House of Refuge is under the supervision of the superintendent, Miss Curtin, who is directly responsible to a Board of Managers. Inmates are received at this institution under the same law as that governing commitments to the New York State Reformatory for Women at Bedford.

The certified capacity is 215. The population at the time of the inspection numbered 243. At the time of the previous inspection, March 13, 1914, the population was 246. The institution has been carrying a population in excess of its certified capacity. Additional inmates are usually accommodated in the hospital. Of the total population on the day of the last inspection, four were colored girls. The average age of the girls is about eighteen years.

Reception cottage: Population 59, with accommodations for 60. This cottage is used not only for new girls but also for girls under discipline. There were nine girls under quarantine.

As pointed out in the previous report, this cottage is an old structure and is decidedly unsafe in the event of fire. The girls are kept in separate rooms, arranged in rows on each side of the building. The floors and uprights of the building are of wood, as well as the stairways from floor to floor. It is a question whether in case of a fire it would be possible for an attendant to go from room to room, to speedily liberate the girls, in the absence of a central lock-and-door control. In reality, each girl has a room, but the presence of the iron-barred door of each room gives the impression of a cell. It is unfortunate for an institution on the cottage plan that newcomers should be immediately thrust behind bars.

On the first floor of the cottage, south wing, there are two disciplinary dark cells. Beside the iron-barred door, there is also a wooden door lined with tin. It is doubtful whether there is an adequate amount of ventilation in the room when this tin-lined door is closed. There is no doubt but that sound-proof cells are necessary, but, nevertheless, in view of the fact that air and light is the right of all, its supply should not be taken away, and therefore means should be taken to insure a better supply of air for these rooms.

In the north wing, same floor, there is also a disciplinary room. Girls under discipline receive their regular noon meal, and for breakfast and supper receive reduced rations.

There were no girls under punishment in the cells in this cottage at the time of the inspection.

In one cell a girl was not supplied with a bed and she was obliged to sleep with her mattress on the floor. However, the occupant of this cell has the freedom of the corridor and receives daily exercise in the open-air courtyard. It was said that this girl has given considerable trouble. She cannot get along very well with the girls in other cottages and escaped from the institution some time ago. Her moral character and temperament are such that the authorities

feel it is necessary to keep her in the reception cottage indefinitely. With the exception of this girl, all the others in the cottage expressed entire satisfaction with their food and treatment. This particular girl had no complaint to offer relative to the food, but she did not seem to understand why it was necessary to keep her in the reception cottage.

All parts of this cottage were in a clean and orderly condition. Cottage No. 5: Population 22, with accommodations for 22.

House cleaning was going on at the time of the inspection. There was evidence that every effort is made to preserve a satisfactory standard of cleanliness. The girls of the cottage who were interviewed expressed satisfaction with the food and the treatment accorded to them.

Cottage No. 6: Population 22, with accommodations for 21.

The extra girl was provided for by a bed in one of the corridors. The youngest girls are kept in the cottage.

The cleanliness and order was entirely satisfactory.

Cottage No. 1: Population 22, with accommodations for 21. The extra girl had a bed in the corridor. There are accommodations for two girls in the recreation room. The standard of cleanliness and order in this cottage was also satisfactory.

Cottage No. 2: Population 23 girls and 12 babies. The mothers and babies occupy the same rooms. Small cribs are provided for the babies.

It is unfortunate that the congestion throughout the institution makes it necessary to keep girls, who are not mothers, in this cottage.

The inmates interviewed in this cottage had no complaint to offer in any respect.

Cottage No. 4: Population 23, with accommodations for 21.

Two of the inmates were provided for in beds placed in a corridor.

The condition of cleanliness and order was satisfactory. Two girls in this cottage were not altogether satisfied. Their trouble was principally that they felt it was an injustice for them to be held in the institution. There is no doubt that girls with this state of mind are easily dissatisfied with almost anything. One girl in particular claimed that her stay in the institution was doing her more harm morally than good.

Hospital cottage: Accommodations 20, including a contagious ward. The total population at the hospital was 15 girls and 2 babies. Out of this number 11 were really hospital cases. It was stated by the doctor that in serious cases of venereal disease the girls are segregated in the reception cottage. Recently the Wasser-

man test has been made for all the inmates of the institution. It was estimated that out of a total of 250 girls tested, 75 were doubtful, 75 positive, 11 suspicious and 89 negative.

The inmates of the hospital expressed entire satisfaction with the treatment accorded to them.

No extensive mental tests have as yet been made.

Practically all of the girls get an opportunity for industrial and scholastic training. Sometimes girls well advanced in school discontinue their course in order to give some of those in the lower classes a chance to advance.

Girls are now charged on admission with 9,000 marks. Formerly they were charged with 10,000. The reduction in the number of marks means that a girl can now become eligible for parole in a shorter period of time than heretofore. The congestion in the institution has made it necessary to release girls sooner than is advisable in some cases.

In some instances it was found that girls were sitting in their rooms reading or sewing in the afternoon. It was stated that these are known as "quiet hours," and are for the girls who do not work or go to school. The satisfactory condition of cleanliness and order found in all of the cottages is quite commendable.

With the exception of three girls, all of those interviewed had no complaints to offer relative to their treatment, the quantity or the quality of the food. Physically, none of the girls seen or interviewed appeared to be in need of better food, and the matrons in charge of the cottages are apparently much devoted and interested in their work.

#### RECOMMENDATIONS.

1. The crowded condition of the institution necessitates the erection of at least one more cottage. This congested condition is a detriment to good discipline and prevents an adequate classification.

2. The reception cottage presents a serious fire danger. Fireproof stairways should be installed and also some means of central lock control. The use of the locks could perhaps be dispensed with if an "annunciator system," which would record the opening of the doors in some central part of the corridor on the main floor, were substituted. Of course, with a system of this kind in vogue, precautions will have to be taken to make the windows in the corridors and the doors throughout the building proof against escape.

3. A different style of door should be substituted for the iron-barred doors in the reception cottage. A solid wooden door with an opening about 4 inches by 7 inches near the top is preferable. The opening should be filled in with a heavy, clear glass.

4. Adequate tests should be made to determine the mental status of each girl. With a regular system of tests in vogue the value of the individual case record would be much increased.

#### ALBANY COUNTY PENITENTIARY.

INSPECTED AUGUST 13, 1915, BY E. R. CASS.

The sheriff of the county is W. A. Peasley. He is responsible for the supervision of the penitentiary. The penitentiary was built in 1847 and its equipment, such as the cells and the cellblock, are antiquated. There are 256 small-sized cells in one huge stone cellblock. The cells are not equipped with toilet or washing accommodations and there is no satisfactory system of ventilation in the rear of each cell. The use of the bucket system brings about a deplorable condition which is aggravated by the fact that the cells are very small and that there are times when more than one prisoner is placed in each cell. The large windows in the side walls of the main hall are the only redeeming feature of the building.

The cells are scrubbed daily and swept twice. The floor of the cellhouse is scrubbed daily. The interior walls of the cells are frequently whitewashed. It is stated that usually eight men are assigned to this work daily, making a continual round from cell to cell. In our previous reports it has been stated that the use of whitewash is inadvisable. The whitewashing is done chiefly to reduce the vermin which veritably infest the cellblock and even with the greatest amount of care seem to prevail.

Blankets are placed on the gallery rails every forenoon. Many of the blankets were damp. On damp days the blankets should remain on the gallery rails until the men go into their cells at night. It was stated that clean blankets are supplied to every new man and that the blankets are washed about every five or six weeks. The pillows are changed monthly. No sheets or pillowcases are supplied. With respect to sheets and pillowcases the conditions in the penitentiary are different from those in the jail. That is, the prisoners are kept for longer periods and the facilities for receiving the prisoners are superior. It is possible to have the men thoroughly bathe and

be given clean clothing before they are assigned to their cells. Therefore, sheets and pillowcases should be supplied.

There is no separate department for prisoners under the age of twenty-one. However, the management tries to keep them separate by assigning the young prisoners to a separate tier. The keepers are also instructed to keep them separate from the older prisoners while in the shops.

Prisoners are punished by confinement in dark cells, of which there are three, located on the west side of the lower tier. These cells are of the regular size but are made dark by a tin-lined door, placed directly in front of the regular iron-bar door of the cell. In the female department there is a dark cell but it was stated that it has not been used in a year. While under punishment the prisoners receive a pint of water every twenty-four hours and one piece of bread, about five inches thick, every twenty-four hours. Their buckets are emptied once in every twenty-four hours. No bed is allowed in the cell, and no blankets. It was stated that each man is interviewed after he has been in the cell for twenty-four hours. It was further stated that requests for interview with the doctor, despite the length of the period in the cell, are not disregarded. A record in book form is kept of the punishment of each prisoner placed in these cells. The man's name is recorded, also the name of the keeper who makes the complaint and the part of the institution in which the prisoner was employed, the nature of his offense, his sentence to the institution, the time he was placed in the cell, and the number of hours he was kept in the cell.

The following shows the number of men placed in the cells for the respective months beginning January 1, 1915:

January, 8.	May, 7.
February, 1.	June, 4.
March, 5.	July, 4.
April, 7.	August, 7 (to date of inspection).

Of the above prisoners, the following were in the cells for the respective number of hours:

3 for 6 hours.	1 for 36 hours.
1 " 10 "	1 " 38 "
1 " 23 "	2 " 40 "
25 " 24 "	1 " 42 "
3 " 25 "	1 " 50 "
1 " 27 "	1 " 72 "
2 " 32 "	

It was said that during the period of confinement the men are visited by the physician. However, no exercise in the corridors is allowed for men who are confined more than twenty-four hours.

The tin-lined doors are placed in front of the cells, not expressly for the purpose of depriving the men of light but to prevent the prisoners on the outside from communicating in any way with those inside the cells.

All the prisoners are locked in the cells at 4:50 p. m. and released about 8:15 the following morning. This necessitates fourteen or fifteen hours of confinement in the small, poorly ventilated, vermin-infested cells. The prisoners exercise in the yard twice daily. At the time of the inspection a thermometer located in one part of the yard registered 100 degrees. Even with this excessive heat the men were taking their exercise, wearing their heavy, striped coats. On occasions like this, judgment should be used and the men permitted to remove their coats.

On Sundays the men are released at 8:15 a. m. and returned to their cells at 8:50 a. m. for count. Then they are released to go to chapel, which lasts until about 10:30, when they again return to their cells for count. They receive their noon meal in their cells at 11:30 and from that time until 8:15 Monday morning they are not permitted to leave their cells. No opportunity for exercise in the institution or in the yard is given on Sunday, because only one-half of the staff (five keepers) are on duty. It was stated that the men usually sleep on Sunday afternoons. However, this condition is entirely unsatisfactory, and, considering the conditions under which the men are confined, is inhumane and also conducive to vice and the undermining of one's health. It is not surprising that many of these men become dissatisfied, discouraged and crushed in spirit. This long period of confinement is the climax, in this particular institution and others of its character, of a week of practically complete idleness. That is, during the week-days, considering the larger number of prisoners, there is practically no work of any consequence for them to perform, and as a result they spend their time sitting in the large shop buildings which were at one time busy centers during the days when the contract system utilized the energy of the inmates.

On the afternoon of the inspection the prisoners were bathing. The inspector observed that some of the prisoners were drying themselves with their dirty night-shirts. Several of the prisoners were asked if they were regularly supplied with towels during the bathing periods and they replied in the negative. However, the keeper in charge of the main hall said that it was the custom to supply towels regularly during the bathing period and he was much surprised to find that no supply had been given to the men who were in the bath-house at the time of the inspection. He informed the inspector

that the absence of towels was due to the negligence of the keeper in charge of the bathroom. Before the inspector left the bathroom a bundle of towels was brought to the keeper in charge and distributed to the men.

It has been the custom for the past forty years to remove all the hair from the heads of the prisoners at the time of their admission to the penitentiary. From a sanitary standpoint, this practice no doubt has its particular value in some cases, but by no means in all, and therefore its continuance as a general order is unnecessary. The practice is a relic of the old days when the chief element of incarceration was punishment and humiliation. The use of striped uniforms is also another practice which has characterized this institution for about the same period of time. There is no doubt that the use of striped uniforms entails an unnecessary amount of humiliation, and at the same time has no particular value, except as a means of distinguishing prisoners from persons on the outside in the event of their desire to escape. However, this important point can be just as well taken care of if the prisoners are supplied with khaki, or solid gray suits, stamped on the inside with the name of the institution.

The men receive three meals a day, all of which are served to them in their cells in the absence of a messhall. In view of the fact that the large rooms in the shop-buildings serve only as lounging rooms, one of them might be transformed into a messhall.

The small farm maintained by the penitentiary furnishes work for a few of the inmates during the summer months. Employment on a larger scale is very necessary if the institution is to be continued.

The management endeavors to keep the institution clean and orderly.

#### RECOMMENDATIONS.

1. The county authorities are urged to obviate the objectionable physical defects of the penitentiary, either by discontinuing the use of the present institution, or by installing a new cellblock and making other changes in accordance with modern standards of construction.

2. Plain gray suits should be substituted for the striped ones now worn by the prisoners. The fact that this style of material is exhibited in the prison catalogue does not mean that the heads of institutions must select it. Men in plain gray suits, or khaki suits, can be kept track of just as well as men in striped suits and the former method is more befitting a human being.

3. The tin-lined doors on the punishment cells should be done away with and doors of heavy steel wire mesh substituted. This is the type used in the State prison and it is found that they prevent satisfactory communication from the outside with the prisoner within the cell. What bothers the prisoner most is the solitary confinement, and therefore he should not be deprived of natural light which is the property of every man, irrespective of his predicament.

4. Prisoners under punishment for more than 24 hours should receive an opportunity for exercise in the corridors.

5. Prisoners under punishment should receive as much water as they desire and should have their buckets emptied frequently.

6. The hair of prisoners should not be clipped, except for sanitary reasons solely.

7. The rule for supplying prisoners during bathing periods with clean towels should be strictly followed. Keepers neglecting to carry this rule out should be disciplined.

8. All of the prisoners should be exercised in the yard at least once on Sundays. If there are not a sufficient number of keepers available to conduct the exercising as it is done on week-days, then the prisoners should be exercised in smaller groups.

9. The interior of the cells should be painted with oil paint instead of being whitewashed. The latter method has been condemned by competent authorities.

10. It has been pointed out that a majority of the inmates have little work to perform and spend most of their time in complete idleness. This situation is wasteful economically, destructive morally, and non-reformative. To some men it is perhaps inviting, especially during the late fall and winter seasons. The chances are in every case that a person under such circumstances will become a menace to the community, not only because of his subsequent conduct outside of the institution but also because of his injured physical condition. Every effort should be made by the Board of Supervisors to provide employment.

#### ERIE COUNTY PENITENTIARY, BUFFALO.

INSPECTED APRIL 16, 1915, BY E. R. CASS.

The penitentiary is under the supervision of the Commissioner of Charities and Correction, William Hunt. The superintendent of

the penitentiary is H. M. Kaiser. The penitentiary staff consists of a deputy keeper, a head keeper, 23 keepers, 5 matrons, 3 engineers, 3 firemen, 1 cook, 1 teamster, 1 baker, 1 Bertillon clerk, 1 chief clerk, 1 deputy clerk and 2 chaplains.

The total population at the time of inspection numbered 892; 865 of these were males and 27 females. Thirty-seven of the total number of males were under 21 years of age.

The population was distributed as follows:

In the penitentiary.....	768	males,	27	females.
On the penitentiary farm.....	88	"	"	"
At the county home.....	9	"	0	"

It was estimated that the majority of the inmates are between 19 and 29 years of age, and that the average period of sentence is about 31 days.

The old prison, or south wing, contains 227 cells. At the time of inspection there were 367 prisoners assigned to this wing, making it necessary to double-up in some of the cells. This wing is used when the penitentiary population is very large. The cells are of the old stone vault-like type. The bucket system is in use. There are no toilet or bathing accommodations in the cells.

On the southwest corner of the cellblock there is a dark or hunger cell. At the time of a previous inspection three men were found in this cell. It is the same size as the others, not sufficiently large for one man, with respect to the required amount of air space, not mentioning the absence of equipment. The two men found at the time of the inspection were in this dark, poorly ventilated hole. The odor of the atmosphere was nauseating and the stench of urine unbearable. The one bucket in the cell was half full. Pieces of an old blanket were the only equipment, aside from the bucket in the cell. It was stated by the officials that the keeper in charge of this wing had been strictly ordered not to place more than one man in one punishment cell at a time. However, no heed seems to have been given to this order and the conditions found at the time of the inspection were revolting.

On the same side, but at the other end of the cellblock, there is another cell similar in design which is used as a storeroom. If these punishment cells are necessary, there should be a cell to every man under punishment. It was said that the men are kept in the punishment cells for forty-eight hours at the most. The two men in this one dark cell were so dazed when the door was opened, and a little light allowed to enter, that they could not get control of themselves sufficiently to engage in conversation and move about.

A later inspection of this cell showed that one man had been released and the deputy keeper gave orders for the other man to be removed.

Prisoners under punishment get bread and water twice daily.

In cell No. 39 of this wing, a nineteen-year-old boy was doubled-up with a man thirty-five years old. They were both Poles, and the man in particular was not at all prepossessing. Every precaution should be taken, irrespective of a young lad's past, to save him from further contamination.

The cleanliness of this section presents a difficult problem, due to the fact that all the incoming prisoners are received here and that the population usually exceeds the cell capacity (one in a cell). At the time of the inspection the cleanliness of the cells was fair.

The boys' department has eighty cells, and at the time of the inspection seventy-nine prisoners were assigned to it. Not all the inmates were under twenty-one, but it was evident that precautions were taken to make assignments to this section with respect to age. These cells are quite large. The cellhall is well-lighted and the circulation of air good. The boys exercise in the yard twice daily, and indoors during inclement weather. The beds are provided with sheets and pillowcases. The cells and the corridors and the gallery floors were clean, also the utility corridor. The toilets in the cells seemed to be working satisfactorily. At the time of the inspection the boys were taking their afternoon exercise indoors. At the end of the corridor a tall, heavy-set, well built keeper stood watching the boys, with an implement in his hand, made up in part of rubber hose and wood. It was said by some of the boys, although no proof of this was obtained, that occasionally the implement is used on them. Surely it could not be looked upon as a club for self-protection. A big, strapping man ought to be able to get along indoors without an improvised implement of this kind. It was stated by one of the officials that the practice of carrying and using the rubber-hose club is contrary to the rules.

The main section, or west wing, has 298 cells. There were assigned to this part 292 prisoners. The cells in this section are arranged on a larger plan, the fronts facing one large pit, over which there is a satisfactory skylight arrangement, giving plenty of light and air. On the whole, the arrangement is satisfactory so far as this type of construction is concerned. Adults only are kept in this part and their sentences range from thirty days to a year.

The cells were clean and also the beds and bedding, toilets, and washbasins. The beds are provided with sheets and pillowcases.

The prisoners also have slippers which they use while in the cellhall. They receive outdoor exercise twice daily about an hour each time.

In one part of this section the men complained about the quality of the food, some saying it was coarse, and not properly and cleanly prepared. Others complained that it was served cold. In other parts of the west wing the prisoners spoke favorably of the food. These complaints were taken up with the officials, who declared that they honestly felt that the prisoners were receiving clean, wholesome food.

The two kitchen rooms and the stationary cooking utensils were clean.

The refrigerators in part were not satisfactorily clean. So far as could be determined there is no system of ventilation, automatic or otherwise, for these large refrigerators. It is important that there should be some better means of permitting fresh air to enter. The shower-bath room was clean. Recently the side walls of the room and the shower-bath partitions have been painted. The reception room was clean and orderly. The clothes were nicely arranged in bags after being sprayed with disinfectant. The clothing is kept in this room until the men are released.

The Bertillon room was also clean and orderly. A measuring stand and some filing cabinets have been added. The women's department contains eighty cells and there were twenty-seven prisoners. The interiors of the cells and cellblock have recently been painted. The receiving room for women was also clean. It is planned to use the female hospital room and the clothes room for female penitentiary prisoners, to the number of sixteen only. This temporary change is to be made while a part of the Erie county jail is under construction. The female section of the penitentiary will be used for the detention of those male prisoners, minors and adults who are now detained in the north wing of the county jail.

In cell No. 6 of gallery "D" of the female section a colored girl was under discipline. She had been locked in a cell three days, receiving no daily exercise. Her rations consisted of water and three slices of bread, three times daily. She was charged with being impudent, and indifferent toward her work in the laundry. She was being held until she expressed a desire to apologize to the matron. She complained of being cold and asked that her hand be touched in order to prove this. Her hands were very cold. When prisoners are under discipline it is important to remember that the authorities are not justified in imposing a form of discipline which will jeopardize the health of prisoners. Opportunity for daily exercise should be given to these prisoners.



Cells Nos. 7 and 8 on the same gallery have been transformed at some time into dungeons. The iron bars of the cell doors have been covered with solid sheets of steel, thus making the interior of the cell dark. It was said that these cells are not frequently used, because they are more of a nuisance than a help, due to the fact that the occupants usually take their shoes and pound on the sheets of steel attached to the bar work, thus creating much disturbance. The ventilation in these cells when the doors are closed is not adequate.

At the time of the inspection of the female wing the evening meal was being served. It consisted of hash, with slices of buttered bread. Both the hash and the bread were quite satisfactory to the taste of the inspector. The bakeshop was clean and orderly. It was said that the bread served to the prisoners is twenty-four hours old. The most commendable improvement in the equipment of this part of the prison has been the installation of an electric-power breadmixer. The hospital was clean and orderly. It is equipped with twenty beds. Fourteen beds were occupied by patients.

The following table shows the distribution of the population with respect to the employment of the prisoners:

<i>Number employed</i>	<i>Male</i>	<i>Female</i>
Bertrill gallery.....	2	0
Barber shop.....	11	0
Baker shop.....	5	0
Barns.....	3	0
Carpenter shop.....	8	0
Engine room.....	19	0
Hallmen.....	35	0
Hospital attendants.....	3	0
House workers.....	0	5
Kitchen.....	24	0
Laundry.....	8	5
Shoe shop.....	6	0
Sewing-room.....	0	12
Tier women.....	0	2
Tailor shop.....	52	0
Tin shop.....	4	0
Waiters.....	3	0
Yard men.....	64	0
County farm.....	88	0
Erie county home.....	9	0
	<hr/> 340	<hr/> 25

The total population at the time of inspection was 892 prisoners and the table above shows the total number employed as 365, or 41 per cent of the whole number. In other words, there is not sufficient means of employment to utilize half the inmate population. This is a serious condition, because a state of idleness is the very thing that makes the rehabilitation of the prisoner far more difficult.

Recently Erie county has been able to obtain legislation which will permit the employment of the inmates of the Penitentiary on the highways. Of course, most of this work will be done when the population of the Penitentiary is almost at a minimum. In conjunction with the highway work, arrangements should be made to employ the prisoners during the fall and winter months at preparing stone to be used on the highways.

#### RECOMMENDATIONS.

1. Water-closets should be installed in the cellblock, which is now without them. The bucket system is a menace to the health of the prisoners, beside being generally obnoxious.

2. The bathing-room for the male prisoners should be rearranged but by no means is it advisable to abolish the partitions which separate the different bath compartments. Partitions should exist in order that the prisoners may have privacy when bathing. With the present arrangement, proper supervision with a limited number of keepers is difficult, and it is therefore recommended that in rearranging the bathroom, the shower-bath and the partitions be placed along the side walls of the room and that an elevated platform be constructed in the center of the room, which will make it possible for one or two guards properly to supervise a large number of prisoners.

3. In every prison population there are men who must be punished sometimes. Nevertheless, there are ways of punishing a man effectually, while at the same time recognizing the fact that he is a human being. The practice of confining two men at one time in a small, screened dark cell, without proper toilet facilities, is most improper. Dark cells do not conform to modern methods of dealing with prisoners. Solitary confinement in light cells, with restricted rations, can be made an effectual and yet humane form of discipline. Prisoners under discipline should be given an opportunity for daily exercise. Irrespective of a man's character, there is no excuse for jeopardizing his health. Keepers who persist in placing under discipline more than one man in a cell at a time should themselves be disciplined.

4. The sheets of steel on the doors of the punishment cells of the female department should be removed.

5. A higher standard of cleanliness should be observed in the refrigerators adjacent to the kitchen. There should be a better system of ventilation for these refrigerators.

6. Section 92 of the County Law, which expressly provides that adults shall be separated from minors, should be strictly observed.

7. The keeper in charge of the juvenile section should keep good discipline without the aid of a rubber hose. The very sight of a big, strong man standing in one corner of a cellhall with a rubber hose in his hand and keenly watching a group of young lads taking exercise is repulsive to the visitor. Discipline which is kept constantly to the tune of the whip is not the best thing for the prisoner or the keeper and ultimately results unsatisfactorily for all concerned. The keeper's personality ought to be a large factor. A kind word now and then, with a genuine manifestation of personal interest in the prisoners, does much to arouse appreciation on the part of the prisoners and promote their respect.

8. The activities at the Penitentiary farm should be increased so that the congestion in the Penitentiary can be relieved.

#### PROGRESS MADE SINCE LAST INSPECTION.

1. The cellblock in the female department has been painted. The need for this was pointed out in the recommendations of our previous report.

2. The staff of keepers has been increased, also some of the salaries. The need of a more adequate staff was also pointed out in the recommendations of our previous report.

3. The side walls and partitions in the bath-house have been painted.

4. An electric-power breadmixer has been installed in the bakery.

5. The number of shaving brushes, cups and razors has been increased. The need for this was mentioned in the recommendations of our previous report.

#### ERIE COUNTY PENITENTIARY FARM, WENDE, N. Y.

INSPECTED AUGUST 10, 1915, BY E. R. CASS.

The farm site consists of 429 acres in the town of Wendé, 18 miles southeast of the city of Buffalo. The development of the

farm is a decided step toward moving the Penitentiary from its present unsatisfactory location in the city. In March, 1914, the first group of prisoners was brought from the Penitentiary and the work on the farm started.

Inmates from the Penitentiary are selected for their good conduct record in the Penitentiary, the length of their sentence and their previous occupation. Prisoners who do not respond to the numerous advantages of life on the farm are returned to the Penitentiary for the remainder of their sentence. The average daily inmate population since the first of January, 1915, to August 1, 1915, has been 108. Of this number, eight men escaped, but five were later apprehended. It was stated that not one prisoner has been returned to the Penitentiary by the superintendent because of failure to favorably respond to the spirit of the new institution. The usual congestion in the old penitentiary has been relieved since the establishment of the farm colony.

The original farm buildings were two very old barns and two small cottages. These were repaired and equipped with second-hand material brought from the Penitentiary. The cottages are used as a temporary means of housing the inmates, and in the warm weather a large tent is also used. In developing the new institution it is planned to use inmate labor as much as possible in the construction of buildings, the sewerage system and manufacturing of building material. The following is a brief statement of work performed subsequent to our inspection of December, 1914:

1. The side walls of the first floor of the dormitory building are completed. The second story of the same building has been erected and the iron frame for the roof set in place.

2. A new barn has been constructed on the foundation of the old one which was destroyed by fire.

3. A new piggery (110 by 30) will soon be ready for use.

4. The cement foundation for a large chicken house is about ready for the top structure.

5. Much preliminary work has been done in the construction of a modern sewage disposal plant. This will consist of a series of septic tanks, built in accordance with plans said to have been submitted by the State health authorities.

6. During the winter season, when the severe weather made it impossible to work out-of-doors, the inmates were assigned to making cement blocks. Small sheds were built

for this work. There were manufactured 25,000 drain tiles for underground irrigation. Cement blocks for lining the dormitory building have also been manufactured. There will be need for 27,000 of this design but only 3,000 have as yet been finished. For the sewage disposal plant, 1,900 of special design are ready for installation.

It was stated that the dormitory building would be ready for occupancy some time in December, 1915. Discounting time lost because of bad weather, it will have taken about one year to erect this building, and it is estimated by the Commissioner of Correction that about \$40,000 will be saved by the utilization of inmate labor under the supervision of keepers trained in construction work. Aside from the erection of buildings there is much need for inmate labor on the farm. Up to August 1, 1915, the sum of \$25,612.55 has been expended for material on the dormitory building, barns, chicken houses, sewage disposal plant, messhall, pipe lines, etc.

The bunk houses, messhall and the tent in use were clean and the equipment arranged in good order. The cleanliness of the grounds was also noticeable. The messhall and kitchen form a one-story "T" structure. The side walls are well filled with large windows, permitting an abundance of light and air to enter. Window screens are also provided so as to keep out insects. During mealtime the men sit on small benches at long tables and face each other. Crockery dishes and plates are used in the messhall and agaware and tin cooking utensils in the kitchen. At the time of inspection the meal consisted of lamb stew, boiled potatoes, bread and butter, and tea with sugar. There was an adequate supply of meat in the stew Eggs are provided about twice a week, and coffee, tea or milk allowed at each meal. The records showed that about 100 to 120 pounds of milk are used daily; also about 50 pounds of sugar. All the food-stuff is weighed when received by the cook and a record is kept of it as used. The men praised very highly the quantity and quality of the food. The per capita per diem cost of maintenance from January 1 to the time of inspection has been 42 cents at the farm and 28½ cents at the Penitentiary. The increased cost at the farm is due very largely to the necessary expenditure for material used in the construction of buildings, etc.

At the time of inspection there were 300 acres under cultivation. This land was divided as follows:

139 acres of hay.	7 acres of garden truck.
46 " " corn.	20 " " wheat.
18 " " potatoes.	22 " " oats.
13 " " beans.	30 " " rye.
5 " " cabbage.	

The farm superintendent felt confident that there would be a satisfactory yield from the land under cultivation. Because there are two gas wells on the premises, the inspector has heretofore been of the opinion that they might contribute a very large percentage of acid to the soil, which would probably be detrimental to good farming. However, the opinion of the Deputy Commissioner of the State Department of Agriculture is that there is no serious harm to the soil from these wells. The farm is gradually becoming a valuable asset to the county, in so much as milk, vegetables, poultry, etc., are supplied to the various county institutions, such as the County Home, the County Lodging House, the Penitentiary and the County Hospital. From January 1, 1915, to date the following foodstuffs were supplied to the various institutions above mentioned:

Milk, 7,791 gallons, value.....	\$1,629 52
Eggs, 17 1-12 dozens, value.....	6 54
Poultry, 38 pounds, value.....	7 60
Butter, 585 pounds, value.....	184 44
Beans, 44 bushels, value.....	143 00
Skim milk, 265 gallons, value.....	26 30
Pork, 4,001 pounds, value.....	440 11
Pears, 12 bushels, value.....	12 00
	<hr/>
	\$2,449 51

The proposal to discontinue the present Penitentiary in the city of Buffalo and to arrange for the construction of a new one on wide acreage outside of the city is highly commendable. This change should be made without delay. However, the County Board of Supervisors are strongly urged to definitely decide just what is to be done with the present site at Wende before much more money is expended. If the County Home and Hospital are to be located at Wende, the plans for the arrangement of the Penitentiary buildings, the Home and Hospital should be worked out so that it will be possible to prevent the Penitentiary population from coming in contact with the inmates of the other institutions. The Penitentiary should be treated as a separate colony. The railroad running through the property would make a satisfactory natural dividing line between the two institutions on the one side and the Penitentiary on the other.

The Commissioner of Correction should be highly commended for his progressive efforts toward the development of a new institution to take the place of the old type of Penitentiary in the city. The Commissioner and his staff at the farm deserve much praise for the splendid spirit which prevails among the prisoners who have been sent from the Penitentiary.

## RECOMMENDATIONS.

1. The County Board of Supervisors should authorize the removal of the penitentiary, now located in the city, to a farm site. If the part of the Wendé site now being used by the penitentiary prisoners is to be the nucleus of the new penitentiary, definite plans should be made determining just how the land is to be used, with respect to the location of buildings and what type of buildings are to be erected.

2. It is important that the matter of employment of the prisoners for the future should be definitely planned now. After the construction work is completed, with the present plan, farm work will be the only means of employment and this will only be seasonal work. Industries must be installed and further developed than they are in the present penitentiary so as to make available work for the population which is usually at its highest during the winter months.

## MONROE COUNTY PENITENTIARY, ROCHESTER.

INSPECTED APRIL 20 AND AUGUST 11, 1915, BY E. R. CASS.

The penitentiary is under the supervision of the superintendent, William H. Craig, who is responsible to the Board of Supervisors of Monroe county. He is assisted by a deputy superintendent, eight keepers, one farm overseer, one chief matron and three assistants, one domestic for the superintendent's quarters and one clerk.

The total population at the time of inspection numbered 350. Of this number, 334 were males and 16 females. During the winter, and up to April 1st, the average daily population has been 450.

The penitentiary was erected in 1855 and consisted of two wings, built on each side of the administration building. About 1875 an additional cellhall was built onto the male wing, and a more modern type of cellblock. These cells are somewhat of an improvement over the old stone vault-like cells in the original cellblocks. The chief difference is that the fronts of the cells are enclosed with bar work, so arranged that it is possible for more natural light and air to enter these cells than into those in the old wings.

On the west side, bottom tier, of the old section there were three men under punishment. There are two kinds of punishment cells, namely, the light and the dark cells. The dark cells are the same size as the others, the only difference being that the bar work in

the front of them is covered with heavy pieces of board. At the top there are three holes, about one inch or so in diameter. The equipment of the cells consists of a short, heavy plank and blankets. The men receive bread and water. Each man is allowed one loaf of bread a day and all the water he desires. Prisoners under punishment do not receive daily exercise. It was stated that men are not kept in these cells for more than one or two days. The buckets used by the men in the dark cells are emptied as frequently as necessary, but at least once a day. It was further stated that these dark cells are resorted to after men have been punished by confinement in the light cells for a previous offense.

In the basement of the new wing on the west side, there are six steel dungeon cells. These steel cells are equipped with double iron doors. There is also a wooden bench, under which there is an air pipe for ventilation. There is no forced air draught. The cells are totally dark when both doors are closed. There is no doubt but that the atmosphere is cold. It was stated that these cells have not been used during the past two years. Prisoners under punishment in them receive bread and water but no opportunity for exercise. However, dark cells in any form should not be used. It is felt that the total absence of natural light is not an effective element in administering this kind of discipline. Many prisoners do not mind darkness, but they do dislike, as is perfectly natural for any human being, to be kept entirely alone for a long period without any opportunity to see or converse with others. It is a fact, that when prisoners under punishment have companions with whom they can converse, they do not mind very much being segregated in dark cells. Effective discipline can be administered by solitary confinement in cells well supplied with natural light and air. These cells should be so constructed that the complete isolation of the prisoner is possible, thus preventing him from seeing or hearing other prisoners who might be under discipline. These cells should be located in a part of the institution, or in a separate building, so that prisoners under discipline cannot annoy the other members of the institution population. Prisoners under discipline should be given rations of bread and plenty of water, and should receive an opportunity for daily exercise. They should be visited at least once a day by the physician.

The two light punishment cells, located in the old wing, are equipped with a bench and a blanket. Prisoners under punishment in these cells receive bread and water but are not allowed daily exercise. It was stated that they are usually kept in these cells

for about twenty-four hours. Their buckets are emptied when necessary, at least once daily. One of these light cells was occupied at the time of the inspection by an eighteen-year-old boy.

All of the prisoners under discipline were interviewed and none of them had any complaints to offer relative to the manner in which they are handled by the keepers and did not seem to be suffering any noticeable degree of discomfort. The occupants of the punishment cells were being disciplined for some disorder in the cellhouse on Sunday night, April 18th. The prisoners are locked in the cellhouse at 5:30 in the afternoon and after that they are not supposed to engage in conversation.

Sundays they spend all day in the cells, except when they march from the messhall to attend chapel. The chief reason for keeping them in such close confinement on Sundays seems to be due to the fact that *only half of the staff of officers are on duty*. The average population of this institution the year around is between 375 and 400. The staff consists of nine male keepers and three matrons, making a total staff of 12. Of this number, there are nine on duty during the day, making the ratio of keepers to prisoners about one to forty-one and on Sundays one to approximately eighty-one. Both of these are in excess of the ratio of keepers to prisoners in our State prisons. It is strongly felt that the long hours of confinement in the cells between Sunday and Monday morning are responsible for much of the unrest and disorder which takes place at this time. The condition is unjust, unhealthful, and in general very serious.

The prisoners are not allowed free conversation in the reading halls during the day. In the absence of sufficient labor for even a reasonable part of the day, and especially during the fall and winter months, the prisoners spend most of their time during the day sitting in the halls of the shop buildings. They are permitted to read but if they desire to converse with another prisoner in the room they must first get the attention and permission of the keeper in charge by snapping their fingers. To enter one of these halls and see a large group of men, many of them able-bodied, and others very young, sitting in complete idleness and gazing aimlessly about, is pitiable and sufficient to convince one that the system in vogue is all wrong and stupid. The involuntary silent system in this penitentiary, coupled with the deadly enforced idleness, due to the lack of provision by the officials of this county for employment, presents one of the most unnatural and deplorable conditions to be found in any prison or jail in this State, and is a grievous injustice, not only to the prisoner, but to the community. A great duty lies with the officials of the county to obviate this abnormal condition

completely by establishing some form of employment for the prisoners. During the summer months and when the population is usually low, some prisoners, usually between fifty and seventy-five, are employed on the farm land in connection with the penitentiary.

Another serious factor in connection with the idleness and the lack of free conversation (even for certain periods) is the mixing of juveniles with adults in the same room. First of all, our penitentiaries, with their present system, are not fit places for the detention of youthful offenders. There is nothing in the penitentiary life which is in the least conducive to the proper and needed training of these young inmates under twenty-one years of age. In this particular penitentiary the young prisoners are kept together in the same rooms during the day with the older prisoners, who are charged with petty thieving, drunkenness, etc. These are, indeed, splendid companions for youths whom we should endeavor to protect and reform if possible so that they may become respectable, law-abiding citizens! It is sometimes said that some young prisoners are more experienced in crime than the older ones, but while it may be true that there is promiscuous association between adults of questionable character and minors on the outside, this is usually unavoidable, principally because of the lack of opportunity for supervision. In an institution, however, this close association is one of the greatest handicaps to possible reformation and should not be tolerated in any way.

An inmate in one of the rooms had a ball and chain fastened to his leg. It was said that this man had been made a trusty in the barn and made his escape. For the past five months he has been wearing the ball and chain, largely as an example for the others, and as a constant reminder of his breach of good faith. He is permitted to remove this at night and there was no evidence that he was suffering physical discomfort. The chain is not heavy and there is a small handle attached to the ball so that he can conveniently carry it. Even though the ball and chain is so arranged and of such character that it will not cause physical injury or discomfort, the system as a means of discipline and as a deterrent must be severely criticised as an antiquated and particularly humiliating form of punishment. Its use has been entirely abandoned in all the more modern institutions. It is not used in our State prisons; other more humane, as well as more effective forms of discipline, have superseded it. Such punishment as confinement in light cells, reduced rations, deprivation of privileges, visits, and assignment to disagreeable and hard work should be substituted. The men receive two substantial meals and one light meal daily. Those who work about the institu-

tion and on the farm get three meals daily in the messhall. The other prisoners receive their third meal in the cell. Breakfast every morning consists of bread and coffee. For the men who work syrup is given. The noonday meal consists of:

<i>Monday:</i>	Bean soup, meat and coffee.
<i>Tuesday:</i>	Vegetable soup, meat and coffee.
<i>Wednesday:</i>	Potatoes and gravy, bread and coffee.
<i>Thursday:</i>	Pea soup, bread and coffee.
<i>Friday:</i>	Dry beans, meat, bread and coffee.
<i>Saturday:</i>	Lamb stew, bread and coffee.
<i>Sunday:</i>	Meat and potatoes, cabbage salad, coffee and bread.

The supper consists of bread, with rice or corn meal. For the men who work, the same food is given as that at the noonday meal, except in a different form. It was stated that the prisoners are allowed a second helping of coffee (except for dinner), and whatever the meal consists of, and that the quantity of bread is unlimited for each man. For dinner, only one cup of coffee is allowed.

The vegetable soup in the process of cooking at the time of the inspection was very satisfactory to the inspector's taste. It contained a large quantity of cabbage, carrots, potatoes, and onions. It could not by any means be termed as watery or thin, and if it were an example of one of the usual rations the inspector does not feel that some of the prisoners were justified in complaining.

The kitchen and messhall were satisfactorily clean.

Beef is purchased of the Armour Beef Company. A supply was received at the time of the inspection. All of the meat bore the Federal Government inspection stamp. The refrigerator was scrupulously clean. The women are employed in the female kitchen and in the sewing-room. There is usually enough to keep them busy. They are not restrained from free conversation.

There seem to be two possible ways which will enable the authorities to supply a sufficient amount of employment for the inmates of the penitentiary all the year round.

1. The revival of the industries, provided satisfactory arrangements can be made with the State Prison Department so that the product of these industries can be disposed of, through the Prison Department, to the various institutions of the State. Recent legislation makes this possible. County and State officials should get together on this.

2. Following the example of Onondaga and that of Eric with respect to the employment of prisoners on the highways. Employment on the highways means that during the winter months the prisoners can be engaged in the preparation of material for the roads. Unfortunately, there is no quarry land available in Monroe

county, though in some of the districts not far from the penitentiary there are stonewall fences which could be removed and the stone used to advantage on the roads.

Despite the deplorable idleness and some of the other undesirable features of this institution, the excellent condition of cleanliness existing in all parts of the same is deserving of much praise. The superintendent and his subordinates are to be commended for this condition.

#### RECOMMENDATIONS.

1. The further development of the farming industry is highly desirable. However, the county authorities should not be satisfied with the idleness during the winter months. It is suggested that a committee be appointed to get in touch with the Prison Commission and the Prison Department in order to determine the advisability of reviving the industries in some branches. It is further suggested that the committee confer with the Superintendent of Highways.

2. Prisoners assembled in the reading-rooms during the day should be allowed at least one hour of free conversation.

3. Prisoners under the age of twenty-one should be kept entirely separate from adult prisoners.

4. Dark cells in any form should not be used.

5. Prisoners should be allowed exercise in the yard twice daily for about an hour each time. They should also be allowed to exercise in the yard on Sundays. Even though but half of the staff is on duty, it can no doubt be arranged so that the men can be taken out in small numbers. The services of trustees can be used in this respect. The long hours spent in the cells on Sunday are conducive to many things which are detrimental to the prisoner morally and physically and tend to make the problem of discipline difficult.

6. The use of paint instead of whitewash for the interior of the cells has been pronounced by authorities as being more desirable. The objection to whitewash is that it soon becomes scaly and then easily harbors dirt, vermin and germs.

7. Arrangements should be made to comply with the law relative to the taking of finger prints and photographs of prisoners to be forwarded to the Bureau of Identification in Albany. Monroe County Penitentiary is the only penitentiary in this State not complying with this law.

## PROGRESS MADE.

1. The beds throughout the institution have been supplied with sheets and pillowcases. This was advocated in one of our previous reports.
2. Striped suits have been discontinued and plain gray suits substituted.
3. Considerable painting and whitewashing has been done. This improves the appearance of the cellhalls and the cells very much.
4. Additional farm land is now owned.
5. A special cement platform has been built in the penitentiary yard so that the buckets can be aired in the open and come in contact with the sunlight. The undesirable practice of permitting the buckets to remain in the cell during the day after they were emptied in the morning was criticised in one of our reports.
6. Prisoners now exercise in the yard once daily. In our reports we have asked that the prisoners be exercised twice daily. Although they now receive only one hour a day the condition is much relieved.
7. The number of shower-baths have been increased and the arrangement of the same has been changed and improved. Instead of having them arranged in a row in the center of the room, there are now separate booths enclosed by heavy pieces of slate thus prisoners can be properly supervised and bathe with some degree of privacy. This was asked for in recommendation of one of our previous reports.
8. A new and highly satisfactory hospital room is now available for use.
9. New reception quarters have been provided.
10. A new and modernly equipped kitchen is now in use.

## ONONDAGA COUNTY PENITENTIARY, JAMESVILLE.

INSPECTED APRIL 26, 1915, BY E. R. CASS.

The superintendent of the penitentiary is J. S. Markell. He is appointed by, and is responsible to, the County Board of Supervisors of Onondaga county.

The population on the day of inspection was as follows:

Penitentiary prisoners.....	343 adult males 25 minor males 17 females
Jail prisoners.....	15 adult males 12 minor males 1 female

The part of the penitentiary used for the detention of the male county jail prisoners is located in the east wing, south side. This section is divided into two parts, one for the detention of civil prisoners and witnesses and the other for the detention of those awaiting trial or the action of the grand jury. The latter section is large but it is not subdivided so as to permit the satisfactory separation of adults and minors in accordance with Section 92 of the County Law. This law was framed especially for the protection of minors. Practically no effort is made in this part of the institution to observe the law. The assumption, according to the keeper in charge, is, that if a minor commits an offense of sufficient degree to warrant the attention of the grand jury he is practically beyond hope and therefore promiscuous commingling with adult prisoners cannot be of injury to him. Reasoning of this kind is absurd. In practically every county jail of the State some provisions are made in the physical makeup of the jail for the separate detention of minor prisoners. There is little doubt also that some effort is made to bring about such separation unless the physical makeup of the jail or an excess of population makes such impossible.

This section of the penitentiary is under the supervision of a keeper. The superintendent of the penitentiary is governed to some extent with respect to the prisoners in this section by directions from the sheriff or the district attorney.

At the time of the inspection there were twenty-six prisoners in the part above mentioned, twelve of whom were under twenty-one years of age. The condition found was as follows:

In one cell on the lower tier a seventeen-year-old colored boy was doubled with an eighteen-year-old white boy. Both of these boys were being held on the same case. In another cell there was a nineteen-year-old boy placed with a seventeen-year-old boy. In another instance there were two boys confined in the same cell and both on the same case. There was absolutely no reason for the doubling-up of the prisoners because on the tier directly above there were fourteen unoccupied cells. No discretion was shown in the case of boys held for the same offense and no judgment used

as to the difference in age of the boys. During the day the entire population in this section, both minor and adult, rooms about freely in the inside or in the outside corridor. The boys are permitted to double-up in their cells after obtaining permission. The keeper in charge said that the problem of discipline is somewhat reduced when some requests of the boys are granted. The welfare of the boy should not be jeopardized in order to make the work of the keeper less difficult. There were plenty of available cells and some attempt could have been made to separate the prisoners by assigning the minor males to the upper tier, one in a cell. In previous reports this condition, with the total disregard of the law, was pointed out.

The condition of cleanliness in this section was somewhat improved as compared with that found at the time of the last inspection, especially with respect to bedding. The iron work and the side walls have been repainted. Some of the prisoners complained that water rats came up from the toilet bowls at night. It was difficult to determine whether this was so or not. Several of the prisoners complained, but the keeper in charge, who seemed to feel especially qualified to speak on the matter, said that it would be a physical impossibility for rats to get through the pipe lines. In the female section the condition of cleanliness and order was highly satisfactory. The cleanliness of the cells and corridors and floors of the west wing, used for the detention of sentenced prisoners, was satisfactory. The iron work in this section is in need of painting, and the base of the toilet niches are badly worn and rusted.

One gallery in this large cellhall is reserved especially for prisoners under twenty-one years of age, and so far as possible doubling-up in the cells is not permitted. The walls of some of the cells are decorated with pictures of questionable character. Stricter censorship should be exercised.

Some of the gallery men complained of a lack of outdoor daily exercise. It was stated that the men assigned as gallery men are usually those over whom close and strict supervision is desirable. However, in view of the fact that some of them are detained for six months or more, there should be some regular system of permitting them to exercise in the yard, under supervision, once daily, or at least several times weekly. The men in this group who abuse the privilege should be disciplined.

The dungeon room, which contains eight dark cells, is located below the ground level. Each cell in this room is equipped with a toilet, a bed, and washbasin with running water. Prisoners receive

one slice of bread (about  $2\frac{1}{2}$  inches thick) daily; the amount of water is unlimited because there is a faucet in each cell. No bedding is provided except in very cold weather. The prisoners are kept in these cells from five to eight days. They do not get daily exercise. The room is totally dark, cold and inadequately ventilated, especially when the iron door leading into it is closed. The record of punishments indicates that 11 men were placed in these cells in January, 9 men in February, 3 in March and 7 in April. A record kept of these punishments indicates the time of day that the men are assigned to the cells and also the time of day when they are released. If punishment cells are necessary in the daily routine, provision should be made to supply plenty of fresh air and light which is the indisputable right of every man, irrespective of his circumstances. The temperature of the room should be the same as that in cellhalls of the institution.

There were four patients in the hospital. The hospital room proper was satisfactorily clean and orderly. The hospital toilet room was not sufficiently ventilated.

The large room used during the days when the willow-stripping industry existed has now been transformed into a large dormitory. Its arrangement and equipment is highly satisfactory and the change is quite commendable. The room receives an abundance of air and light. Men assigned to this section are usually some of the old men and the better type of prisoner.

The messhall was found clean. At the time of the inspection the tables were being prepared for the noonday meal. The rations for this meal consisted of a large bowl of rice soup and a piece of meat. The prisoners are given as much bread as they desire. No tea or coffee is served at the noonday meal, only at breakfast and supper. For men who are doing heavy work it does not seem that the cost of something to drink with the noonday meal would overburden the county treasury, nor is it more than one would naturally expect. Convicted or unconvicted men who do a hard day's work should be dealt with in a manner which will enable them to continue at hard work.

The refrigerators were clean and odorless. The pork raised on the farm is not used in the institution but is sold to packers. It was stated that on special occasions fresh pork dinners were given to the prisoners.

The kitchen and the storerooms were clean in every detail, as was the bakery. The bread seemed satisfactory in quality. It was quite evident that the potatoes being prepared for supper had



not been carefully sorted before they were washed. There were many decayed ones among them after they had been washed. The keeper in charge, after the matter had been brought to his attention, directed that the potatoes be sorted again.

The quarry work is still continued as the main method of employing sentenced inmates of the penitentiary. Additional quarry land is being worked and it was stated that approximately \$1,500 is to be expended for equipment, etc., in developing this.

Prisoners employed in the quarry who have attempted to escape have an iron chain attached to one leg. The chain is attached to a ring riveted to the leg, which means that the prisoner must wear it while in his cell and also while in bed. The use of the chain is a survival of medieval practices and the fact that it is riveted to the man's leg, making it almost a part of him, embodies this practice in a crude and inhumane form. Prisoners who do not show themselves worthy of the opportunity to work outside of the institution should be disciplined by being made to work at the most disagreeable work inside of the institution, or placed in light punishment cells on reduced rations.

The population on the day of inspection was distributed, with respect to labor, as follows:

Quarry work .....	157 men	
1 road camp .....	65 men	(it was expected to open another road camp within a few days.)
Farm work .....	9 men	
Assigned to work in various parts of the penitentiary .....	77 men	
Garden gang .....	33 men	(most of these are cripples and it is estimated that about six are able to do real work.)

#### RECOMMENDATIONS.

1. The cellblock in the west wing should be repainted a brighter color.

2. The dungeon room, with its stifling, choking atmosphere, is a relic of the past and perhaps is unparalleled in any of our large institutions in this State. In dealing with large numbers of men there is need to discipline. This condition is found also outside of institutions. However, there are other ways of disciplining those who will not observe the rules of the penitentiary. It is an indisputable fact that light and fresh air are the property of every man, irrespective of his predicament. Therefore it seems that no man has the right to take these away. Prisoners can be punished

effectively in light cells with reduced rations consisting of bread and water. The system of the iron chain is a survival of medieval practices which makes men hate those who are expected to help them. For men who violate the confidence placed in them by the management, while doing outdoor work, indoor work of the most laborious and disagreeable type should be assigned as a means of first punishment. If this does not prove satisfactory, confinement in light punishment cells with restricted rations should be employed. The use of the iron chain should be abolished.

3. The law (Section 92 of the County Law) should be observed so far as the physical makeup of the jail section of the penitentiary is concerned. If there is any possible chance of reformation it must be with our young offenders, and therefore every effort should be made to deal with them intelligently. In order to make the situation entirely satisfactory some special quarters should be constructed for the minors.

4. Stricter censorship should be exercised over pictures placed on the walls by the prisoners.

5. The system of grading the salaries of the keepers should be modified so that it will not depend solely upon the number of years of service but upon a man's particular qualifications and duties.

6. A school of letters for young inmates should be established.

7. The striped uniform for prisoners should be discontinued and a plain gray suit substituted.

#### ALBANY COUNTY JAIL, ALBANY.

INSPECTED AUGUST 6, 1915, BY E. R. CASS.

The sheriff of the county is W. A. Peasley. He is assisted in the jail by a jailer and three keepers who work on eight hour shifts. Not more than two men are on duty at any time during the day. Average population, about fifty.

The county jail and the penitentiary are located in practically the same building. The section reserved for the jail prisoners is in the south end wing. Accommodations for prisoners are very small vault-like stone cells, inadequately ventilated and equipped. This jail compares most unfavorably with many other jails in this

State. The old cellblock is filled with vermin despite the frequent use of disinfectants and whitewashing. It is a question whether the jail can be kept free from vermin. Much vermin is brought in by tramps and train-riders who are assigned to cells before they are thoroughly bathed and their clothes fumigated. In the case of many of the City Court prisoners it would be difficult to employ a system of bathing and fumigating clothing. However, in dealing with large groups of persons of such character, a system of this kind should be utilized and special sections provided for City Court prisoners.

Prisoners wear their own clothing which often is particularly unclean and thereby the above-named conditions are aggravated. Despite the efforts of the jailer and his staff to keep the vermin at a minimum it will be impossible until a different system of receiving, assigning and clothing prisoners is adopted. The floors of the corridors and of the cells in all parts, excepting the rear section of the south side occupied by Chinese prisoners and the juvenile department, were clean. The beds are iron frame cots with a canvas bottom and the bedding consists only of blankets. Under existing conditions the introduction of sheets and pillowcases is not advisable.

The prisoners in the grand jury section complained about the quality and the preparation of the food, also of the uncleanness of the pans in which the food is served. The prisoners receive three meals a day, cooked in the kitchen of the penitentiary. The noon meal served at the time of the inspection consisted of pea soup, with a portion of meat and bread. The pea soup deserved no criticism, but the meat was not evenly distributed in each portion. The pans containing the food are put into the sections through an opening in the bar work. Those prisoners who are leaders in general of the activities see to it that they get the good portions and the others must take what is left. The prisoners also complained of the bread as being soggy and heavy. The humidity at the time of the inspection no doubt had some effect upon the bread, but, nevertheless, the inspector believed the bread was reasonably good. Some prisoners in other sections of the jail also complained about the food; it was later proved that one prisoner had placed a mouse in one of the pans so as to give an unfavorable and unfair impression.

The prisoners are given the freedom of the small, poorly lighted corridors during the day and are locked in their cells at five o'clock in the evening until some time between seven and nine the following morning. These cells are particularly small, poorly ventilated, and,

with the presence of much vermin, make very uncomfortable places in which to spend at least fourteen hours. The men have no opportunity for outdoor exercise during the day and do not receive fresh cold water while they are in their cells. They also have to resort to the use of toilet buckets. Such abnormal and unhealthful conditions produce great dissatisfaction, restlessness and much disturbance, making the problem of discipline difficult. The prisoners are also much troubled with constipation, often seriously. All prisoners commingle in the corridors during the day, first offenders, hardened criminals, young and old, clean and unclean. Nothing in the daily routine or environment of the jail would even suggest an intelligent system for the reformation of some of the inmates. The sheriff should use the penitentiary exercise yard for the outdoor exercising of the jail inmates daily, or at least three times a week. This has been suggested in our previous reports. Although the jail staff is insufficient to supervise the prisoners alone out-of-doors, satisfactory arrangements could be made by using one or two of the penitentiary keepers each day. The penitentiary prisoners are exercised in the yard; the same can be done with the jail prisoners.

#### RECOMMENDATIONS.

1. The county authorities should obviate the present unsatisfactory and shameful jail conditions. A new jail, built along modern lines, to provide healthful living quarters, better means for the classification and separation of prisoners, especially minors, should be built on the outskirts of the city of Albany. Farm land should also be available for the employment of prisoners.
2. The inmates of the jail should be exercised in the jail yard. The doorway on the north side of the jail will greatly facilitate the safe transferring of the prisoners from the jail to the yard.
3. The county authorities should purchase from the Prison Department the necessary clothing, such as shoes, underwear and socks, which should be distributed among the prisoners with discretion, especially at the time of their release.
4. If it is possible, a part of the present jail structure should be reserved as reception quarters. Here the prisoners should be made to thoroughly bathe, and their clothes should be fumigated and stored away until the time of their release. While serving sentence the prisoners should

be provided with overalls and jumpers. Something should be done along these lines to exterminate the vermin.

5. The use of whitewash for the cells should be discontinued and oil paint used instead.

6. Aluminum or crockery eating utensils should be used instead of tin. Tinware will rust and thus become unsatisfactory.

7. The officer in charge of the penitentiary kitchen should have the pieces of meat more proportionately distributed to the jail prisoners.

#### PROGRESS MADE.

1. The county authorities have come to feel the need of a new jail, and the general impression is that when the new county court house is completed and more money is available a new jail will be provided.

2. Due perhaps to recommendations made in our previous reports, the general attitude of the management has much improved, also the general cleanliness in the different parts of the jail.

#### ALLEGANY COUNTY JAIL, BELMONT.

INSPECTED APRIL 14, 1915, BY E. R. CASS.

The jail is under the supervision of the sheriff, John Tunstead. He is assisted in the jail by a jailer and a matron. The daily average number of prisoners serving sentence is approximately five, and of those awaiting the action of the grand jury, two.

The cleanliness and order throughout all parts of the jail was highly satisfactory. The prisoners had no complaints to offer about the quantity or the quality of the food, or with respect to the treatment accorded them by the sheriff and his assistant.

There was confined in one section an old, feeble Italian, unable to speak English, so it was difficult to learn of his troubles. The jail physician was arranging for the transfer of this man to a proper institution.

There is no regular form of employment. The average number of prisoners serving sentence hardly justifies the establishment of any permanent kind of employment, such as highway or quarry work. There is a small garden of about one acre adjacent to the jail. Prisoners work in this garden under the supervision of the

jailer. It was stated that the results from the garden, both in supplying fresh vegetables for the prisoners and providing some work, have been satisfactory.

#### RECOMMENDATIONS.

The further development of the jail vegetable garden is strongly urged. In St. Lawrence county, within two years, the cost of a small county jail farm was practically repaid to the county by the value of the farm products and the value of improvement and construction work on the farm. Furthermore, the per capita cost of maintenance was considerably reduced and the population somewhat decreased.

#### PROGRESS MADE.

The side walls, cells and bar work of the rear section of both the upper and lower doors have been repainted a bright color. The front part, second floor, has been repainted.

#### BROOME COUNTY JAIL, BINGHAMTON.

INSPECTED APRIL 10, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, Jess C. Hover, assisted by a jailer, two guards and a matron. There is an average of about twenty prisoners serving sentence.

The cleanliness of all parts of the jail was entirely satisfactory. The jail had just been thoroughly scrubbed and mopped throughout, and the atmosphere was clear and refreshing.

Since the first of the year, women city police prisoners, who formerly were brought to the jail, have been kept in detention rooms located in the Municipal Building. Young lads under sixteen are also kept separately in the same building. The female detention rooms are under the supervision of the probation officer, Miss A. Hooton.

Some of the undesirable physical features of the county jail still remain. First is the arrangement of the cells. This type of construction is not used in building modern jails. The most undesirable feature is that the fronts of the cells open into a dark central corridor, which is insufficiently lighted and cannot be properly ventilated. Furthermore, the corridor is small and represents the only space available for the exercising of the prisoners. It is an unjust hardship for men to be forced to spend much time under these conditions.

The ceilings, side walls, bar work and the interior of the cells throughout the entire jail, with the exception of the female department, have been painted, and the latter also will soon be painted.

The existing practice of using the ball and chain on a prisoner was discussed with the authorities. It was stated by the turnkey that this is not the regular practice and is done only to prisoners who have shown themselves unworthy, by attempted escape, to be placed on their honor while at work outside of the jail. The use of the ball and chain is not a recognized humane treatment of prisoners. Prisoners who betray confidence placed in them should, however, be disciplined. Men who attempt to escape while working outside of the jail should be made to work inside the jail at the hardest and most disagreeable kind of work. If this does not prove satisfactory, they should be placed in solitary confinement in light cells, be given opportunity at least once a day for exercise in the corridors, and should be given rations of bread and water under the general advice of the jail physician. Writing privileges, visits, etc., should not be granted.

In a previous report of this Association the plan in vogue of employing the sentenced prisoners was analyzed. While no system of record is kept to show how many men are employed in the jail, on the the county grounds and at stone-breaking, there are usually three men employed in the jail and on an average ten or twelve men are employed at stone-breaking. The activities of the stoned men have increased somewhat since the first of the year. There is no difficulty in disposing of the broken stone. Stone-breaking, although monotonous and uneducative, is better than no form of employment at all. Stone-breaking as the sole means of employment is a financial loss to the county. The question for Broome county to consider is whether it is not possible to utilize more advantageously the labor of the prisoners serving sentence. Perhaps the sum paid annually to Onondaga county for the board of prisoners sent to the penitentiary in that county can be used to enable Broome county to get some direct benefit from the labor and the money expended for the prisoners now sent from the county. The authorities should consider employing some of the jail inmates on the Broome County poorhouse farm which is approximately two and one-half miles from the jail. The farm consists of 175 acres, 110 of which are usually under cultivation. Many improvements could be made on the farm if the labor of the prisoners were available, and no doubt the vegetable output increased. Tioga county should be an incentive in this respect. The Board of Supervisors have power, under Section 93 of the County Law, and also under Section 70 of the State Highway Law.

### RECOMMENDATIONS.

1. The jail officials should keep a daily record showing the daily distribution of the inmate population with respect to labor.
2. Male persons, officials or otherwise, should not be permitted to enter the female section unaccompanied by the matron. The present system exposes the jailer and other male employees of the jail to the danger of embarrassing allegations. It does not assure the safe protection of the female prisoners.
3. The basis for compensating the matron for her services should be changed. She now receives 25 cents per day when females are detained in jail. This amount does not change according to the number of females detained. It is unfair for any county board to expect any woman to properly supervise, care for, and take the abuse and slander often given by the type of woman who frequently gets into jail, for the paltry sum of 25 cents per day. The matron should be put on a regular monthly salary or the daily rate should be increased. A per capita allowance per day is inadvisable.
4. Definite and speedy action should be taken to carry out the recommendations of the Board of Supervisors relative to a padded cell and new washbowls.

### PROGRESS MADE.

1. Suitable arrangements have been made for the detention of city police court female prisoners and juvenile prisoners. The unsatisfactory arrangement which previously existed, before special quarters were obtained for female prisoners and juveniles, was pointed out in previous reports of this Association.
2. The interior side walls and the steel work of the jail have been painted. The need for this was pointed out in our previous reports.
3. The number of prisoners usually employed in the stoned has been increased. This is due partly to the interest which the sheriff has taken in that particular detail and also to the recommendations with respect to labor made in our previous report.
4. A better system of records of the population has been established as a result of suggestions made at the time of previous inspection.

5. The unsatisfactory toilets and the toilet-flushing apparatus have been repaired, also additional electric lights have been installed on each floor. Recommendations to this effect were made in our previous reports and subsequent action taken by the Board of Supervisors.

#### BRONX COUNTY JAIL, NEW YORK CITY.

INSPECTED AUGUST 26, 1915, BY E. R. CASS AND PHILIP KLEIN.

The sheriff is James F. O'Brien, assisted by a warden who supervises keepers and matrons.

Previous reports of this Association and other public bodies have shown that the accommodations at this jail are so far inferior to the requirements that proper classification and segregation of prisoners has been impossible. Since the jail has been in use the population has been far in excess of the number of cells. The prison was planned, not for its present purpose, but as a district detention prison for magistrate's court prisoners, to be transferred immediately after their disposition by the magistrate to other institutions, such as the Tombs, or those on Blackwell's Island, etc. The conditions with respect to classification are therefore not attributable to the present administration. A satisfactory solution of the difficulties is impossible if no addition is to be made to the present accommodations.

In most cases at the time of inspection there was doubling-up in the cells. In some instances there was an injudicious assignment of minors with adults. For instance, one eighteen-year-old boy was assigned to Cell No. 37 on the 8th tier with a prisoner twenty-three years of age. But even when assignment to the same cell of minors with adults does not take place, their commingling during exercise periods in the corridors is almost as dangerous, and yet the present lack of facilities makes this condition unavoidable. Prisoners of a tender age (and at the time of inspection there were two boys in particular just past sixteen) are thrown in with a group of questionable characters consisting of alleged murderers, hold-up men, dope fiends, drunkards, white slavers, etc. More moral harm is done to the boy at such an age during the period of confinement prior to trial than can be overcome perhaps in a lifetime. It is conditions of this kind that justify the appellation of a school of crime for the county jail. The general living conditions constitute a further deteriorating influence.

*Bedding.*—Sheets and pillowcases should be supplied. Prisoners now must sleep on the blankets. This is unsanitary and not in accord with the usual practice in other jails. There were not sufficient blankets supplied. There are no mattresses, so that the only thing between the prisoner and the wire-spring bottom of the bed is the blanket. There ought to be a heavy, double blanket to lie on and at least one similar blanket for a cover. In many cells the blankets for both purposes did not amount to as much as one double blanket of the type supplied by the State Prison Department. They were thin and threadbare and in some cases badly torn. Many prisoners complained that they are not comfortable and are often cold at night. The supply of blankets given to prisoners should be more than doubled. To alleviate conditions, prisoners pad their beds with newspapers. This makes for unsightly cells and brings vermin.

*Cleanliness of the Cells.*—On the whole, the floors of the cells and of the corridors were swept clean. However, in some cells, burned match sticks, cigarette ends and pieces of paper had been swept into the corners and not placed in the refuse can provided for that purpose in each cell.

The partitions of many of the cells were marked with writing and pencil drawings, and in one cell two improper pictures were in the back of the cell.

The outside windows were very dirty. The bar work enclosing the window-casing makes it difficult to gain access to the windows, especially on the outside. Some of the inmates had been expectorating from the galleries on the window-panes. The bar work arrangement, if placed on hinges, can be moved when necessary so that the windows can be cleaned.

The kitchen and laundry in the basement were satisfactorily clean and in good order.

*Food.*—The prisoners receive three meals a day. It was stated that breakfast and supper include prunes, or apple sauce, bread and coffee or tea. Without exception it was emphatically denied by the prisoners that they receive any fruit in the morning or evening. However, the inspectors were present when the evening meal was served and the prisoners were each given an apple. The bread is purchased from the Ward Baking Company and is one day old at the time it is served. It consists of the bread which is picked up as left-overs, by an agent of the baking company, from the various grocery stores in that vicinity. Each loaf is cut in nine slices and three slices are given to each prisoner per meal. The prisoners

offered no complaint as to the amount of bread. The noon meal consists of one dish and bread. This one dish was said to be as follows: Monday, spaghetti; Tuesday, beans; Wednesday, pea soup; Thursday, meat stew; Friday, chowder; Saturday, pea soup; Sunday, corned beef hash. The stew and soup are combinations of meat and vegetables, cooked together and served together. The meat and vegetables are never served separately. On being questioned, the prisoners offered no complaint as to the quality of the food. Some complained as to the quantity and most complained about the lack of variety, inasmuch as the food is presented almost every day as one dish of stew. Meat and vegetables should be served separately occasionally during the week for the sake of variety. The inspectors tasted the chowder and bread and found both completely satisfactory as to quality. Some prisoners complained of the quality of this same chowder, but the inspectors found no ground for their complaint.

*Medical Service.*—There was considerable difference of opinion among the prisoners as to the visits of the jail physician. In the five-tier section, the men on four of the tiers claimed that the physician does not make regular visits to each tier and cell. It was further stated that this had been done by the former physician, but that the present physician sends a runner to each tier inquiring whether anyone wants to see the doctor, or wants medicine, instead of making personal rounds. It was stated that a prisoner who recently had been operated upon for gall-stones suffered greatly at night and kept other prisoners awake. This prisoner said that he had only seen the doctor once during the time he had been in the jail. Other prisoners in the three-tier section complained of not receiving proper attention for toothache. There was also a difference of opinion among the prisoners as to the visits of the physician. It is recommended that the physician make it a part of his daily business while visiting the jail to record the name and cell number of each prisoner visited and the treatment prescribed in each case. And it is further suggested that the jail physician make a complete tour of all parts of the jail at least once a week and make a report, to be kept as a part of the jail records, relative to the cleanliness and general sanitary conditions, and also regarding the food with respect to quality and mode of preparation.

*Commissary.*—It was stated by the prisoners, and corroborated by the officials, that in order to obtain tobacco, newspapers, writing-paper, stamps, etc., grand jury prisoners and prisoners awaiting trial

give money to the trustees to obtain the required articles for them from outside. The prices charged for such service were for example:

Two cents per newspaper, or three for five cents; ten cents for five-cent package of tobacco; eight cents for three post-cards; four cents for two boxes of matches (the size that sells ordinarily on the outside, six for five cents).

It is unfortunate enough for a man to be in prison while he has not been proven guilty of any crime, but to exploit his predicament by charging him extortionate rates for ordinary personal necessities or needs is adding unnecessary and wholly improper hardship. Moreover, prisoners serving sentence who are used as runners in this jail should have no access to money. No well-regulated institution for prisoners serving sentence allows its inmates such access to money. It may lead to many abuses. We suggest that some person be given the privilege of supplying prisoners with such articles at regular outside rates and that those rates be printed and posted in conspicuous places and that the officials see that those rates be not exceeded.

Prisoners are released from their cells for exercise in the corridors from about 8:00 in the morning until 11, and again in the afternoon from 2 to 4, when they are locked in for the night. Thus, the prisoners are required to remain in their cells from seventeen to nineteen hours out of every twenty-four, and in many cases two in a cell. This inhuman condition is further aggravated by the fact that there are no facilities available to provide for outdoor exercise. It was stated that in the past prisoners were allowed in the corridors during the evening after supper, but that they caused so much disturbance and annoyed persons on the outside to such an extent that this privilege was withdrawn. Many of the prisoners complained of being troubled with constipation which is due in some degree to the lack of sufficient exercise, especially after meals. The plan of permitting the prisoners to have more hours of exercise in the corridors should be tried again. Those who do not respond favorably to this form of humane treatment should be segregated in the upper tier of the three-tier section.

Prisoners bathe in the washtubs in the basement. The bathing facilities are entirely inadequate. It was stated by some of the prisoners that proper precautions are not taken during the bathing period to reserve one or more tubs for prisoners who are affected with venereal disease. This was brought to the attention of the warden who stated that each tub is thoroughly scrubbed and steamed after each inmate bathes. The use of small washtubs to bathe in is primitive, and, especially for an institution, decidedly unsanitary

and unsatisfactory. The blankets and towels are washed in the same tubs in which the prisoners bathe. The blankets are washed weekly as a rule.

A coat of paint is needed in many parts of the jail. So far, it has been applied only in the office.

Civil prisoners are detained in the large pens on the ground floor, originally designed for the temporary detention of prisoners awaiting appearance in court. It is practically a dormitory and was occupied at the time of the inspection by eight civil prisoners. Of course, with the window arrangement the supply of air is very inadequate. The atmosphere was quite oppressive at the time of the inspection, despite the fact that the windows were opened as far as they could be. The space in the building originally designed for the entrance of the prison van from the street is now used as an exercise space for the civil prisoners. The majority of the civil prisoners get their own meals from the outside. In such cases they sign a statement to that effect upon their admission. If they do not sign this they receive the regular prison food.

One of the women prisoners was a civil prisoner. Because of ill health she was out for a walk in the custody of the county detective, with the sanction of the district attorney.

#### RECOMMENDATIONS.

1. That the work on the proposed new jail be expedited so as to relieve the wholly unsatisfactory and disgraceful conditions existing at the present jail, due principally to congestion.

2. Sheets and pillowcases should be supplied for all prisoners.

3. The grill work protecting the outside windows should be reconstructed so as to allow access to the windows which are now almost impossible to clean on the outside.

4. The food served at noon should be more varied, as well as better prepared and served.

5. Bread and tea for supper, or bread and coffee for breakfast, are not sufficient. Fruit or cereal should be added. We recommend that the bill of fare worked out for the Department of Correction for its prisoners be adopted so far as practicable.

6. The jail physician should make a record of every case treated on his visits and should sign such record, which should be permanently available. He should also make

at least weekly inspection of the general sanitary conditions of the whole jail and make written report thereon; such report also to be on permanent record.

7. The facilities for supplying prisoners with such things as newspapers, tobacco, etc., should be organized in proper form, instead of permitting the present exorbitant rates.

8. Prisoners serving sentence should not have access to money.

9. A study should be made of the possibilities of establishing outdoor exercising facilities on the roof of the jail.

#### PROGRESS MADE.

1. The prisoners are now given free access to the corridors during the whole day with the exception of the three meal hours. The warden has informed the inspector that the problem of discipline has been less difficult since the men have more opportunity to move about. At the time of the inspection of August 26, 1915, it was urged that the inmates be permitted freer and longer use of the corridors during the day.

2. It is reported by the warden that 100 new blankets have been purchased. At the time of our inspection of August 26, 1915, a scarcity of blankets was found and it was recommended that the supply of blankets be increased.

3. A recent report from the warden is to the effect that the new jail, to be located at 177th Street and Arthur Avenue, will be ready for occupancy February 1, 1916. In our reports we have repeatedly emphasized the seriousness of the congestion in the present jail and have urged that the condition be remedied.

#### CATTARAUGUS COUNTY JAIL, LITTLE VALLEY.

INSPECTED APRIL 15, 1915, BY E. R. CASS.

The sheriff of the county is J. C. Dempsey. He is assisted in the jail by an under-sheriff and a matron.

Although there are more than forty cells, each equipped with two beds, the population in this jail is usually so large that it is necessary, in order to comply to some degree with the laws relative to the class-

ification of prisoners, to assign two prisoners to a cell. This practice leads to numerous serious evils.

The two sections on the east side of the first floor and the whole west side of the first floor were satisfactorily clean with respect to cells, bedding and floors of the corridors. The iron work is very much in need of paint and the toilet seats in the niches are in a wretched condition. New mattresses have been distributed, in some instances two on a bed. The need for the doubling of mattresses is questionable. On the second floor the general cleanliness was satisfactory. Some of the toilets in the juvenile section were clogged with waste matter which created a vile odor. This condition is serious. On the east side of the second floor some of the toilet fixtures were broken. All parts of the third floor were satisfactorily clean. A very vile odor was present in the utility corridor on this floor and was caused undoubtedly by the clogged toilets in the cells below. Necessary ventilation of this corridor is evidently not adequately provided for through the two openings at the top. The unsatisfactory toilet conditions are now largely due to the plumbing equipment. Heretofore, the lack of sufficient water supply was responsible but this has been remedied. This toilet condition is perhaps the most serious of its kind found by the inspector in any jail for some time. The cleanliness of the kitchen and other parts of the basement was satisfactory.

Deplorable idleness exists among the prisoners serving sentence. Is idleness the best thing economically for the county? Is it the best thing for the prisoner, mentally, morally and physically? Is it fair to the taxpayers of the county that men who break the laws should be boarded at the jail at the county's expense, without being made to work? Does not the abnormal life of the jail, with its lack of exercise and other activity, tend to produce inmates for the county poorhouse, or otherwise make them a burden and a menace to the county? Much hardship and injustice are worked upon the families of those who are sent to the jails. In many instances, mothers already overburdened with household duties find it necessary to undertake some form of employment to provide for their families. In the meantime, as a rule, the guilty person is provided with three meals daily and assured of a place to sleep at night. All sense of self-respect and responsibility are soon lost.

Under Section 93 of the County Law, the Board of Supervisors are authorized to utilize the jail labor. Section 70 of the State Highway Law can be used to advantage. Jail farms are being satisfactorily operated in this State.

### RECOMMENDATIONS.

1. The wretched toilet conditions should be remedied without delay. The atmosphere of the jail is contaminated by vile odors and the condition is most dangerous.

2. The entire interior of the jail, especially the iron work, should be repainted a bright and serviceable color. This will not only improve the appearance but also safeguard against rust.

3. A fumigating apparatus should be installed for the purpose of fumigating the clothes of the prisoners when they are admitted to the jail. Under the present system it is very difficult, if not impossible, to keep the jail free from vermin, because the men are not assigned to a reception room upon their admission to have their clothes cleansed of vermin and dirt. It is necessary to have a room equipped with a fumigating apparatus and bathing facilities so that the men can thoroughly bathe and then be supplied with overalls and jumpers, to be worn during the time that they are in the jail. Their clothes after being fumigated should be stored away until their release.

4. Prisoners awaiting the action of the grand jury should receive some outdoor exercise. For those who doubt the need of this, it is suggested that they imagine what it must mean for a man to be penned up in a corridor approximately four feet by twenty-five feet for weeks and months at a time.

5. The authorities are strongly urged to consider the state of idleness in the jail. A good live committee should be appointed to take the matter up with the sheriff and the county superintendent of highways and other interested parties. A thorough study should be made of the possibilities of labor and an early and detailed report submitted to the Board. The matter should not be permitted to die in a committee.

### PROGRESS MADE.

1. New mattresses have been supplied.
2. The general cleanliness was much improved as compared with the condition found at the time of the previous inspection.
3. The unsatisfactory type of toilet niche in each cell has been abolished, and to take its place a heavy porcelain toilet bowl has been installed. In our report to the Board



of Supervisors subsequent to the inspection of April 15, 1915, the wretched toilet conditions were emphasized and it was urged that improvements be made.

4. At the time of inspection made, subsequent to the ending of our fiscal year, it was found that clothes lockers were being installed in a part of the basement—that uniforms are being provided for prisoners, and that the sheriff is arranging for the installation of a fumigating apparatus. Improvements of this kind were recommended in our previous reports.

5. Also, at the time of inspection mentioned in preceding number, the iron work was being painted a bright color. A recommendation to this effect was also made in our last report.

#### CAYUGA COUNTY JAIL, AUBURN.

INSPECTED APRIL 23, 1915, BY E. R. CASS.

The sheriff of the county is S. L. Depew. He is assisted in the jail by two jailers and a matron.

The unsatisfactory physical makeup of this jail has been repeatedly and strongly criticized in previous reports. The jail is a fire-trap and does not permit of the proper classification of prisoners and their safe detention. The pit section, which is practically the jail proper, is the only jail structure in this State without windows in the side walls. The cells in this section, especially those on the lower tier, have practically no natural light. There is insufficient fresh air. The equipment of the cells, especially the toilets, is unsatisfactory. The various parts of the jail are scattered and many of them are accessible only by an old wooden stairway. There is no central lock-or-door control, thus aggravating the fire danger. The cells on the upper floors are so arranged that air and light are insufficient. The floor space in every section of the jail is so scanty that there is not even a satisfactory chance for exercise within the jail. Many toilets in the pit section gave forth an obnoxious odor. The general condition of the corridors, floors of cells, beds and bedding in all parts of the jail was satisfactory.

When the present jail is compared with jails such as the new one in Waterloo, Seneca county, the one at Penn Yan, Yates county, the one in the city of Syracuse, and the jail at Oswego, together with many others, it is in a class by itself and really a disgrace to the county. Cayuga county should construct a new jail which will

be a credit and thus remove the present blemish. The new jail should be located at some distance from the city so that a farm can be maintained in conjunction with it. The success of Tioga county and St. Lawrence county in farm work is a good example of what can be done. Section 93 of the County Law authorizes the Board of Supervisors to provide labor for the inmates of jail serving sentence. Section 70 of the State Highway Law opens the way to the execution of this authority. In Cayuga county there is an abundance of quarry land, and if the site could be selected for a new jail where it would be possible to carry on quarry work and farming, an ideal situation could be had. The experience of other counties in highway, quarry, farming and repair work has been so successful that Cayuga county should not fear to make the experiment.

#### RECOMMENDATIONS.

1. The County Board of Supervisors should appoint a committee to locate a new site for a new jail. The site should be such that it will afford either farm or quarry work for the employment of the prisoners.

2. An additional meeting of the grand jury should be held during the year in order to reduce the hardship and injustice wrought upon those unfortunate enough to be detained long in the jail.

#### CHAUTAUQUA COUNTY JAIL, MAYVILLE.

INSPECTED APRIL 15, 1915, BY E. R. CASS.

The sheriff of the county is G. A. Anderson. He is assisted in the jail by an under-sheriff and a matron.

The average number of prisoners serving sentence last year was approximately 40. Since January 1st of this year the average has varied from 25 to 30.

The four separate sections of the jail proper were in a clean and orderly condition. The prisoners were segregated in accordance with law.

The room on the lower floor, which was the sheriff's own private kitchen, is now used as a dormitory, in which there were seven beds, well equipped with mattresses and blankets. Satisfactory toilet and bathing facilities have been provided. Three extra beds can be placed in this room. Trustees are usually assigned to this room and

the windows are screened with wire mesh to prevent the passing of contraband goods into the jail. On Sundays the dormitory is also used as a chapel. A doorway on one side of the room opens into another room in which there is a padded cell.

The kitchen and its equipment were clean. The men receive three meals a day. No complaints were offered by them relative to their treatment or the quality or quantity of food served.

The number of prisoners usually serving sentence is quite large and the state of idleness among the prisoners is serious. With an average population of from 25 to 30 prisoners serving sentence, about 25 per cent of this number are employed daily in the jail, county buildings, on the county grounds, in the barns, etc. On the basis of 30, this would mean about 7 men employed and from 20 to 23 idle. The prisoners should be made to work hard. Section 93 of the County Law gives the County Board of Supervisors power to do this, and Section 70 of the State Highway Law permits the utilization of jail labor on the highways. Prisoners who will not work can be disciplined by depriving them of privileges, reducing rations or placing them in solitary confinement in a light cell and with a very liberal supply of fresh air. With men who are big-hearted, optimistic, broad-minded, unselfish, to supervise a plan of employment for the prisoners, the results can be made satisfactory to the county and for the welfare of the prisoners. Highway work has been done extensively and satisfactorily by prisoners of Oneida, Franklin and Tioga counties. It is the consensus of opinion of the various highway officials that the opportunities for free labor will not be impaired by the introduction of jail labor at highway work.

Another form of employment is the county jail farm. St. Lawrence county furnishes perhaps the best example in this State. During the first two years this farm was operated, the value of the products, the money saved in the construction of buildings, the improvement of the soil, etc., have practically repaid to the county the original cost of the farm, and the per capita weekly cost of maintenance of the prisoners was reduced from \$1.46 to \$1.27. The work in this county, on the farm and in the jail, is conducted by a poorly paid sheriff, an under-sheriff and a jailer.

#### RECOMMENDATIONS.

1. The county authorities should thoroughly investigate the possibilities for the employment of the inmates of the jail. Everything possible should be done to have the jail

sentence known as one of hard work instead of a period during which meals are regularly served, a place to sleep is assured and no responsibilities are carried.

#### PROGRESS MADE.

1. A padded cell has been installed.
2. A matron has been engaged on a regular salary basis at \$300 per year. A recommendation to this effect was made in one of our previous reports.

#### CHEMUNG COUNTY JAIL, ELMIRA.

INSPECTED APRIL 13, 1915, BY E. R. CASS.

The sheriff of the county is Christopher Biggs. He is assisted in the jail by a jailer, a matron and a keeper for the stoned. The jailer, practically on duty day and night, receives \$30 per month and board; this is paid by the sheriff.

The present jail has given the county many years of service. Its physical makeup is a peculiar mixture of an antiquated and a partly modern type of construction. The pit section, which is the main and central part of the jail, represents an antiquated type of construction, and the grand jury and juvenile sections a more modern type. The juvenile section is not satisfactory because an adequate circulation and a direct supply of light cannot be had in the cells.

In the pit section the interiors of the cells are dark. The cells are inadequate in number and it is necessary to double-up practically at all times, an evil practice. The cleanliness of the pit section was satisfactory. There were three prisoners under discipline, two of these in the same cell. The men deserved discipline and were not being inhumanely treated.

In the grand jury section there was one prisoner detained under close supervision, held as a suspected murderer. The cells in this section were clean and the equipment arranged in an orderly manner.

The female section was unoccupied and clean.

The tramp-room was being cleaned. The overcrowding in this room and its inadequate equipment still continue. On the previous night nineteen lodgers were received. Recently five new iron cot beds have been added to the equipment, making in all about ten beds. Even this number does not satisfy the needs and the usual

number of nightly lodgers in the room is greater than a reasonable provision of cubic feet of air space of the room would allow. At least 400 cubic feet of air space per person is necessary. The conditions existing in this room practically every night are shameful and a disgrace to the city of Elmira and to the county. The lodgers sleep on the floor and sometimes two and three in a bed, seldom removing their clothing. If the county is unable to furnish more than one room, there should at any rate be a sufficient number of beds to allow each man a bed.

The jail kitchen was satisfactorily clean, also the cooking utensils and eating pans, refrigerators and storerooms. The laundry and equipment was also satisfactorily clean.

The padded cell was unoccupied. It was extremely warm in this cell. It was stated that with the temperature in this room greater than that on the outside, prisoners placed in this cell are quickly subdued. Just how high this temperature usually is was not determined. Nevertheless, the question is raised as to the advisability of using a padded cell as a kind of sweat-box when dealing with prisoners who are on the verge of insanity or are suffering from delirium tremens. The jail physician was consulted and stated that he did not know of the usually high temperature in the padded cell. It could not be determined at the time whether the reaction was harmful, or otherwise, to the person confined in the cell. The rearrangement of the heating pipes would remedy this condition.

The hospital room, near the trustees' room, was satisfactorily clean, and the exercise room off the grand jury section was being used by two prisoners. This room, while a fairly good substitute, is not to be compared with outdoor exercise.

The prisoners who do not work receive two meals a day. Grand jury prisoners receive three. Prisoners termed "remanded prisoners" (that is, police court cases), receive only two meals a day. Sometimes these prisoners are held two, three or five days and then discharged. Because they are not convicted of any crime, and are therefore presumably innocent, there seems to be no reason why they should not receive three meals a day as is the case with grand jury prisoners.

In one of the cells in the pit section a prisoner was isolated because of a venereal disease. It was stated that precautions are being taken in the way of separate rations, separate towel, soap, eating pans, etc.

At the time of the inspection six men were employed on the stone-pile, four in the kitchen, two on the county grounds and county

buildings, and two were assigned to the janitor work of the pit section. Four men were pronounced by the doctor as being physically unable to engage in any kind of work.

Much of the cracked stone was being removed. The question for the authorities of Chemung county to consider is whether it is not possible to further develop a plan of employment. Idleness does not rehabilitate or reform a prisoner. It works injustice to both the taxpayer and the laboring man of the county. A person who breaks the laws of the community should not be permitted to become a free lodger in the jail. For some of the inmates, idleness is a luxury and in many instances persons dependent upon them for support are made to suffer unjustly and severely. Section 93 of the County Law authorizes the County Board of Supervisors to establish a form of employment for the inmates. The attention of the Board is again called in brief to the recommendations for employment made in the last report of this Association.

Plan "A" outlined the possibility of employing some of the jail inmates on the county poorhouse farm.

Plan "B" suggested the employment of the prisoners on the town highways. There is sufficient work of this kind not only on some of the side streets in the city of Elmira but also in some of the nearby suburban districts. In connection with the road work, the stone-breaking industry should be done on a larger scale, either at the jail or in a quarry.

It is strongly urged that the Committee of the Board of Supervisors now considering various plans of employment, submitted in a previous report, make a careful and searching inquiry into every possibility of further developing the existing form of employment.

#### RECOMMENDATIONS.

1. Officers of the jail should be paid from a separate fund and not from the salary of the sheriff. There should be an increase in the number so that one man will not be expected to work practically 24 hours a day. Efficiency cannot be obtained under these conditions.
2. Individual towels should be supplied to the prisoners.
3. The tramp-room should be more adequately equipped with beds and bedding. This can be done at a relatively small cost.
4. The padded cell should be regularly aired and the temperature should not exceed that of the outside by any large degree. This can be done possibly by the rearrangement of heating pipe lines.

5. Three meals per day should be given to police court prisoners.

6. Upon the employment of an additional guard or keeper, there should be a reception room designated from which prisoners would be assigned to their regular places in the jail after they bathe thoroughly and are examined. A fumigating apparatus should be installed so that the clothes can be thoroughly cleaned, if the jail is to be kept entirely free from vermin.

7. The cage of the juvenile department should be rearranged so that air and light can enter directly into the cells.

8. More fire extinguishers should be installed. The numerous parts of this jail are so peculiarly scattered that in the event of fire serious results might occur.

#### PROGRESS MADE.

1. Pictures of questionable character have been removed from the walls of the cells in the pit section. This was advised on a previous inspection.

2. Shower-bath equipment has been installed in one of the cells of the upper tier of the pit section and an old bathtub has been brought up from the trustees' room and installed in this section. A new bathtub has been installed in the trustees' section.

3. Each prisoner is now supplied with an individual towel at the time of his admission to the jail. These are changed when necessary. Each prisoner is held responsible for the cleanliness of his towel. The need for a better supply of towels has been pointed out in our reports.

4. All the prisoners are now furnished three meals a day. This was asked for in our previous report.

5. More fire extinguishers have been ordered. The need for better protection against fire has been emphasized in our previous reports.

6. The clothing of prisoners is now disinfected. In our previous reports it was suggested that part of the jail be reserved as reception quarters in which the prisoners could be made to thoroughly bathe and their clothes be cleansed before they are assigned to a cell and are permitted to commingle with the other prisoners.

#### CHENANGO COUNTY JAIL, NORWICH.

INSPECTED APRIL 9, 1915, BY E. R. CASS.

The jail is under the supervision of the sheriff, Charles S. Holcomb. He is assisted by a turnkey and a matron.

The inspector was accompanied through all parts of the jail by the turnkey. On the second floor, south side, a serious breach of Section 92 of the County Law was found. A sixteen-year-old boy had been confined the previous night in the same section with two adult male prisoners. It was explained that a troublesome prisoner on the opposite side of the cellblock made it advisable to transfer the boy into the section with the older prisoners. However, the jailer readily admitted that the situation was not proper and had the boy transferred to the female section on the same floor, which was unoccupied.

The tramp-room on the second floor, north side, was found in an unclean condition. The floor was littered with an abundance of cigarette ends, matches, pieces of rags, bread and paper. It was explained that the troublesome, intoxicated prisoner had occupied this room the night before. This section should have been cleaned up some time during the day.

The interior of the cells and the corridor of the section occupied by the grand jury prisoners on the south side of the second floor were fairly clean.

The women's section was entirely satisfactory in every detail.

The cleanliness of the first floor was also entirely satisfactory.

The prisoners spoke very highly of their treatment by the sheriff and his assistant. They were satisfied with the quality and quantity of the food. The supper served at the time of inspection consisted of a large portion of bread and a large tin bowl of milk. This, together with the appearance of the kitchen, the cleanliness of the storeroom, the eating utensils, and the cooking utensils, convinced the inspector that things in this respect were satisfactory.

Unfortunately, both floors on the south side are deprived of much light because the side walls of the county clerk's office are very close to this side of the jail, with a small alleyway between.

The average number of prisoners serving sentence is about six. The sheriff in the past has been anxious to employ the inmates in every possible way, and during the past year has done much work in the courthouse, on the county grounds, and about the jail, with inmate labor. While the small population serving sentence in this county hardly justifies the establishment of some permanent form

of employment, such as a county farm, highway work, or quarry work, the County Board of Supervisors should make use of their power, in accordance with Section 93 of the County Law, in cooperating with the sheriff to employ inmate jail labor at every possible opportunity.

#### RECOMMENDATIONS.

Every jail should have a padded cell. A cell of this kind is necessary in dealing with violent and intoxicated prisoners. It protects the prisoners from their own violence and also insures the officials of the jail against unwarranted suspicions of brutality.

#### PROGRESS MADE.

Since the last inspection the jail has been repainted. The interior side walls have been repainted as well as the iron work, the interior of the cells, and the ceilings. The color for the side walls is practically white. Aluminum has been used for the bar work and black paint for trimming. The work was done by the prisoners and is apparently satisfactory.

#### COLUMBIA COUNTY JAIL, HUDSON.

INSPECTED MARCH 4, 1915, AND AUGUST 16, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, W. J. Kline, assisted by a deputy sheriff, a jailer, and a night watchman.

At the time of the first inspection of this year the mattresses in the cells on the first floor, east side, were very dirty, and in many instances showed evidence of much wear. Both padded cell and tramp-room were unoccupied but were fairly clean; likewise, the detention room on the first floor.

The toilet room for the cells on the second floor was not satisfactorily clean. The outside corridor in the same section was not swept directly after the noonday meal.

The mattresses in this section were also in bad condition. The sheriff stated that he did not deem it advisable to distribute new mattresses until definite plans had been made for the reconstruction of the present jail.

The female section was occupied by one woman awaiting transfer. There was no matron on duty.

The boys' section was unoccupied. One hospital room on the second floor was occupied by a man suffering from delirium tremens. Two prisoners were assigned to watch him and the jail physician was said to visit him frequently.

The kitchen and equipment were clean. Despite the uncleanness of the corridor on the second floor, and the toilet compartment, the general cleanliness throughout the entire jail was much improved as compared with the condition found on the previous inspection.

The jail is still used as a police lockup for the city of Hudson. This is not at all desirable.

At the time of the inspection of August 16th, the renovating of the jail was in progress. The plans call for an additional floor to the south end of the present structure. The new jail will consist of three floors. On the first floor will be the sheriff's office rooms, a block of 23 cells, and 1 padded cell, the dimensions of each cell to be 5 feet by 9 feet 8 inches by 8 feet. Each cell will have a toilet in the niche and also one iron hinged bed. The second floor will be similarly equipped, and will have 24 cells, 12 on each side of the utility corridor. On this floor there will also be two separate rooms, one for a matron and one for a turnkey. On the third floor there will be two hospital rooms, and the female quarters, consisting of three cells, with a total of seven beds. There will also be one cell reserved for female juveniles, with three beds. On the other side of the same floor there will be a witness room, with five beds, and a juvenile male section, with four beds. In the basement there is to be a tramp-room, the kitchen, the laundry, a special room for the reception of prisoners, and the sterilizing room. There is no indication that a jail yard is to be provided for, although there will be plenty of available ground.

There will be seven large windows on the east side and seven on the west side.

It is planned to have the new structure ready for occupancy in about three months from the date of this inspection, and it is estimated that the cost will be about \$51,000. This will not be an entirely new jail; part of the present structure is to be retained. The structure when completed will offer modern facilities for dealing with the usual large population without making necessary the confining of large numbers in small sections.

Even with the new jail, the deplorable idleness among the prisoners will still be a problem for the attention of the Board of Supervisors. Plans were submitted by us in previous reports, showing the possibility for utilizing the jail labor on the town highways throughout the county. Section 93 of the County Law and Section 70 of the State Highway Law give the Board of Supervisors power to plan employment. The sentenced prisoners can be employed during the spring, summer and early fall at highway work. The fact that Albany County Penitentiary may be discontinued will make available a greater number of men for some kind of employment. During the winter, when work on the highways is impossible, the prisoners can be employed in crushing stone for the highways. The location of a quarry in some convenient place will be necessary.

The activities in Broome, Erie, Franklin, Monroe, Nassau, New York, Onondaga, St. Lawrence, Suffolk, Tioga, and other counties, clearly demonstrate that the Boards of Supervisors of these counties are no longer willing to tolerate the unintelligent and uneconomical system of dealing with its prisoners, and further demonstrate that it is possible to successfully employ prisoners on the highways, in quarries and at farm work.

#### RECOMMENDATIONS.

1. All prisoners should receive three meals a day.
2. The services of a matron should be engaged.
3. Mattress slips, sheets and pillowcases should be added to the bedding equipment.
4. A jail yard should be provided.
5. The County Board of Supervisors should follow the example of other counties and provide means for employing the sentenced jail prisoners.

#### PROGRESS MADE.

1. By the renovation and enlargement of the present jail the undesirable physical features of the old jail will be obviated, which were emphasized repeatedly in our previous reports and their improvement recommended.
2. The standard of cleanliness has greatly improved. In our previous reports the uncleanness of the bedding, corridors, etc., was criticised.
3. New bedding has been ordered and will be distributed when the remodeled jail is ready for use.

#### CORTLAND COUNTY JAIL, CORTLAND.

INSPECTED APRIL 11, 1915, BY E. R. CASS.

The jail is under the supervision of the sheriff, R. E. Wright, assisted by a jailer and a matron. The sheriff's wife acts as matron and cook but is not compensated by the county.

There have been no changes for the improvement of the physical conditions of the jail since our last inspection. This is unfortunate and serious. Because of its many physical defects, this jail is one of the worst in the State. It is not fireproof. It does not provide healthful living quarters. It does not afford the proper separation of adults from minors and males from females. Most of the time the authorities cannot comply with the requirements of Section 92 of the County Law, which provides that prisoners serving sentence shall be separated from prisoners awaiting action of grand jury, etc. Even the sheriff has no privacy or satisfactory living quarters.

At the time of the inspection, on the lower floor, east side, there were three boys under twenty-one awaiting action of the grand jury, together with those serving sentence. This was a serious breach of the County Law which was framed for the protection of minors from the influence of older and hardened criminals. This section is very small and prisoners, unless locked in their cells, must commingle in one corridor. There is nothing for them to do except engage in conversation, no doubt often of vicious character, or engage in card playing.

The cells are the old stone vault-like type, with no provisions for ventilation, and no doubt at various times very damp.

The sheriff realized that the situation in this section was not in compliance with the law but he was doing the best he could with the equipment at hand.

On the opposite side of this floor the entire section was occupied by one male prisoner. This man was well seasoned in crime and was being held for jail breaking. It was quite necessary to keep him isolated in a secure place. Unfortunately, the arrangement of the cells in the section in which he was confined made it necessary that four or five cells, which were needed, be sacrificed in order to safely hold one prisoner.

The rooms on the second floor, which are unsatisfactory accommodations for juvenile and female prisoners, were occupied by seven men. The sheriff was troubled to know what to do if female prisoners were brought to the jail. It would be impossible to keep them in any of the rooms on this floor, because the floor area is very small

and because the partitions between the rooms would not satisfactorily separate prisoners of different sexes and ages. To place a woman in this section would be practically reverting to the days when no attention was given to the safe-keeping of female prisoners. A county institution in which there are no satisfactory quarters for the safe and proper keeping of adult and minor prisoners of both sexes is not a credit to the county.

During the summer and winter of 1914 the population of the jail was unusually high. The average during the winter was about fifteen and at times was as high as twenty-six. Usually one-half of the number were serving sentence and the other half awaiting grand jury. With the inadequate equipment at his disposal, the sheriff could not have been expected to house a large population decently and segregate them as the law requires. There is no doubt that during most of the time the conditions were wretched. It has even been necessary for the sheriff to give up some of his private living quarters to protect young female prisoners. The Prison Commission and the Prison Association have frequently condemned the jail.

There has been some agitation among the county officials to locate a site for the new jail. No definite action has been taken, although such action is important to preserve the dignity of the county and bring its jail to the point where it can be favorably compared with jails in other counties. The county usually expends between \$3,000 and \$4,000 a year for the board of Cortland county prisoners at Onondaga County Penitentiary. This is an absolute financial load upon the taxpayers without the smallest return from the prisoners. Of course, the congestion in the jail, as well as the trouble and care of the prisoners, are relieved. However, Cortland county should not be content with relieving itself of some of its responsibilities by simply paying to another county a large sum of money every year.

The condition of cleanliness on both sides of the lower floor was satisfactory. The floors of the cells, the beds and bedding, and the sheets and pillowcases were clean.

The cleanliness of the rooms on the second floor was fairly satisfactory.

The prisoners expressed satisfaction with the food and also with the treatment accorded to them by the jail officials.

#### RECOMMENDATIONS.

1. The County Board of Supervisors should appoint a committee to visit some of the jails in the adjacent counties

that are of modern construction so that they may see how antiquated and inadequate their jail is. The jails at Norwich, Chenango county; Wampsville, Madison county; Syracuse, Onondaga county; Owego, Tioga county, and Waterloo, Seneca county, will serve as good examples for comparison.

2. The county authorities should no longer delay the jail question. Something should be done this year. The jail should be located somewhere in the outskirts of the city so that a jail farm can be connected with it, to furnish some necessary means of employment for the inmates of the jail. However, if after due consideration, the authorities deem it necessary to locate the jail in the city, a farm two miles or so out in the country should be purchased or rented so that the prisoners can work it. The experience of St. Lawrence county serves as a splendid precedent for the recommending of a jail farm. In that county during the course of two years the value of the farm products and the value of improvement and construction work on the farm practically repaid to the county the cost of the farm. The work in the jail and on the farm is carried on by a poorly paid sheriff, an under-sheriff and a turnkey.

#### PROGRESS MADE.

The ceiling directly above the boiler in the basement has been lined with tin. The grave fire danger at this point was emphasized in previous reports of this Association.

#### CLINTON COUNTY JAIL, PLATTSBURG.

INSPECTED JUNE 15, 1915, BY E. R. CASS.

The sheriff of the county is J. M. Moore. He is assisted in the jail by a jailer and a matron.

From the physical standpoint, this jail is one of the worst in the State. In previous reports, not only of the Prison Commission but also of the Prison Association, the inadequacy of the cell capacity, the unsanitary conditions, the inability of the sheriff to properly observe the laws relative to the classification and separation of prisoners, have been emphasized. However, no definite action seems to have been taken by the Board of Supervisors to obviate

a condition that is a blemish to the dignity of the county. In the past, a committee of the Board members was appointed to visit the jails in some of the adjacent counties. The inspector has not been able to learn the result of the committee's work. The wretched jail still remains. The authorities of Clinton county should proceed to construct a thoroughly modern jail. The present one is really a one-floor structure. The second floor is not satisfactory for the safe detention of prisoners and the two rooms in the courthouse section are wholly unsatisfactory, principally because of their size and their non-fireproof construction.

A fair condition of cleanliness and order prevailed in most parts of the first floor. The iron floor of the cage on the first floor had recently been mopped and the usual practice of applying kerosene oil to prevent rust made the floor slippery and slimy and produced anything but an agreeable odor. The wretched condition of the toilets in the cells was evident. Of eleven toilet bowls, five were clogged with feces and paper which could not be washed off because of the clogged condition of the pipes and the unsatisfactory flushing equipment. In some instances these toilet bowls were overflowing and the contents were falling upon the floor of the cells.

On the second floor, north side, two prisoners were assigned to one cell. Another cell was equipped with three beds and another with one bed. The latter cell was occupied by a fifteen-year-old boy. The cell doors are not locked at night. In this particular case, the placing of such a young minor with adults was not only a violation of Section 92 of the County Law, but also of Section 486 of the Penal Law. During the day this young lad had the free run of both floors of the jail. When the inspector entered the first floor he found this young boy standing outside of a cell in which a man very much under the influence of liquor had just been placed. The very sight of this man was repulsive, even to an adult, and the character of his language most vile. However, the young lad was a most ardent listener and observer of the words and revolting actions of the man in question. A situation of this kind is a veritable disgrace and the authorities should not regard such conditions lightly.

A county jail, which should be, so far as possible, of a reformatory character in the treatment of a delinquent, in this case is actually a demoralizing agent and a detriment to the welfare of the community. In one of the rooms in the courthouse section of the jail on the south side, a twenty-four-year-old prisoner was held awaiting the action of the grand jury. Strange to say, this large room was

allowed for one prisoner beyond a tender age, in preference to showing consideration for the very young lad incarcerated in the jail proper with adults of a questionable character. It was stated by the sheriff that at the beginning the young lad was placed in this room with the twenty-four-year-old prisoner, but that at the suggestion of the prisoner's lawyer, the young lad was placed in the jail proper. After a conference with the sheriff the older prisoner was placed in the cell in the jail proper and the young boy transferred to the room in the courthouse section. Conditions of such a serious nature can be permanently avoided only when Clinton county is compelled to establish satisfactory jail quarters. If the city of Plattsburg had its own police lockup, the jail population could often be considerably reduced and thereby conditions slightly relieved.

The prisoners had no complaints to offer relative to the quantity or quality of the food provided for them, or to their treatment by the sheriff and his staff. The kitchen, which is the sheriff's own private one, was satisfactorily clean and the eating and cooking utensils also.

The two important problems for the Board of Supervisors of Clinton county are:

1. The improvement of the present wretched and inadequate jail accommodations.
2. The abolition of the prevailing idleness among sentenced prisoners.

The county authorities should determine whether it is best to install in the present jail a cell structure of modern design, and also build an addition to one side of the jail, or whether it would be better to discontinue the use of the present jail and build a new one somewhere on the outskirts of Plattsburg. By the latter arrangement, the jail accommodations can be made satisfactory and the problem of idleness solved to a large extent. On the outskirts of Plattsburg there are farms on which are also quarries. Naturally, this would necessitate a considerable expenditure at the beginning but the jail problem would be permanently solved.

The successful operation of the county jail farm in St. Lawrence county should not escape the notice of the authorities. The activities in Tioga, Nassau, Monroe, Erie, Suffolk, New York, Franklin and other counties, show that the various Boards of Supervisors are no longer willing to tolerate the totally unsatisfactory condition of idleness among the prisoners and are using their authority, under Section 93 of the County Law, to establish a system which will be



of invaluable aid in promoting the welfare of not only the prisoners but of the community at large.

#### RECOMMENDATIONS.

1. The city of Plattsburg should have a lockup of its own.

2. Clinton county is one of the very few counties in the State in which there are only two sessions of the grand jury each year. At present much hardship and injustice is worked upon the prisoners, who, unable to get bail, must spend long periods between grand jury sessions in the close and unhealthy confines of the jail. Witnesses in cases are also made to suffer similarly.

3. Section 92 of the County Law relative to the classification and segregation of prisoners and the separation of minors from adults should be observed, also Section 486 of the Penal Law. The segregation of minors, especially very young ones, is of paramount importance. If there is any possibility for reform it must begin with the younger element before they get into the clutches of the law, but in such an event, every consideration should be given to them.

4. In order to permanently solve the jail and labor question the county authorities should purchase a good farm, if possible one with a quarry on it, and construct a new jail on the new site. By having the jail on the farm the necessity of transporting the prisoners, which is somewhat of a problem, would be obviated and thereby make the whole plan more feasible.

#### DELAWARE COUNTY JAIL, DELHI.

INSPECTED APRIL 9, 1915, BY E. R. CASS.

The jail is under the supervision of the sheriff, J. F. Farrell, assisted by the under-sheriff, a matron and a female cook.

At the time of the previous inspection, July 30, 1914, we reported on the unsatisfactory cleanliness in some parts of the jail, and also on the unsatisfactory separation and classification of the inmate population. However, in a part of that report it was explained that the daily routine was somewhat interrupted because the sheriff and his assistant had to be away from the jail.

While the condition of cleanliness throughout all parts of the jail, at the time of this inspection, was much improved as compared with the conditions found on July 30, 1914, the jail was not satisfactorily clean in every part. The floors of the corridors, the cells, the beds and bedding were satisfactorily clean. The bottom of the window sashes on the first and second floors were very dirty. Practically all of the window-panes were unclean. The space between the shower-bath compartments and the windows in the side walls contained paper and dirt. At the time of the previous inspection, dirt was also found on the window-sash and in the vicinity of the shower-bath compartments. If at two different inspections, nine months apart, dirt is found in the very same place, it seems only fair to assume that the cleanliness of the small places is neglected. Furthermore, the heating pipes throughout the jail were covered with much dust.

With proper supervision, dust and dirt could be easily removed, thereby furnishing some means of employment for the prisoners who are sitting about, idling their time away. If the jailer exercised closer supervision this condition would not exist. The average man who goes into jail will not undertake upon his own initiative to do more than he is actually asked to do.

The laws relative to classification and separation of prisoners were observed.

The iron work in the toilet niches is still in bad condition as pointed out in previous report.

In the absence of a jail yard, no satisfactory means exist for daily outdoor exercise for all the prisoners.

Cooking utensils, eating pans and kitchen in general, were clean.

#### RECOMMENDATIONS.

1. More attention should be given to cleanliness.
2. The iron work of the jail should be repainted a brighter color.
3. The iron work, directly on top of the toilet bowls in the niche, should be filled in with a layer of cement. The composition should be one and one-half parts of moulding sand and one part of Atlas or Portland cement. The cement should be sloped toward the opening in the bowl so that proper drainage can be had. Paint will not satisfactorily solve the rust problem in the niche and its application is a waste of time and money.

4. A partition in the east and west end corridors on the first floor will furnish proper separation of grand jury prisoners from prisoners serving sentence and at the same time permit the prisoners to have the use of the inside and outside corridors.

5. A jail yard should be acquired which will permit outdoor exercise for the prisoners, and some kind of work.

#### PROGRESS MADE.

1. Stricter attention has been paid to the classification of prisoners, as per Section 92 of the County Law.

2. The cleanliness of the jail is somewhat improved although it is not yet considered satisfactory.

#### DUTCHESS COUNTY JAIL, POUGHKEEPSIE.

INSPECTED MARCH 3, 1915, BY E. R. CASS.

The sheriff of the county is Fred Hornbeck, assisted in the jail by two male jailers and one matron.

The corridors and the cells on both tiers of the east side of the cellblock in the main section of the jail were satisfactorily clean. The cement work surrounding the top of the toilet in one of the cells on the top tier of this side of the cellblock is badly cracked and broken. On the west side of the cellblock, especially on the lower tier, there is insufficient light. Directly above the outside corridor is a skylight opening from the roof. This admits a small amount of light but not sufficient to light the interior of the cells and inside corridors.

The boys' department, fortunately, was occupied by only one boy and was clean and orderly. In a corridor in the boys' section there is a bed used by an adult male, who acts as porter and overseer in this department. This arrangement is necessary because when a number of young boys are in this section there is usually much disorder and noise.

The female section was not occupied, was clean and in order. The padded cell, which had been used the night before, was clean. The kitchen and pantry, including the equipment in each, was clean.

The hospital rooms were unoccupied but the beds were neatly made up and ready for use.

It has been pleasing to note the improved condition of cleanliness and order on the last two inspections.

Unfortunately, the location of the jail in the heart of the city, and at the top of the courthouse, prohibits outdoor exercise. The present system confines the inmates under conditions tending to jeopardize their health, and, also, because of the deplorable idleness, to promote crime.

The idleness in the jail warrants the most serious consideration of the officials of Dutchess county. Men cannot be expected to reform when there is no incentive or means for them to better their condition. The inmates are now a heavy financial burden to the taxpayers of the county. The only return the taxpayers receive is protection during the short period of time the prisoner spends in jail. Dutchess county should fall in line with many of the other counties that are trying to employ the jail inmates.

Before any feasible plan can be put in operation in Dutchess county, the county authorities must impress upon the courts the folly of continuing to send numbers of men to jail for two, three and five days. These short sentences are convenient for the drunkard and tramp, but are in no way of real benefit or help to them. The idleness is inviting. Some plan of labor must be adopted to discourage the drunkard and tramp, and perhaps arouse a spirit of industriousness in them. The County Board of Supervisors are authorized by Section 93 of the County Law to provide employment for the inmates of the jail. This would permit the establishment of a county jail farm, somewhere in the outskirts of Poughkeepsie, on which prisoners serving sentence could be employed during the farming seasons at farm work, and during the winter months at stone-breaking. It would be best to purchase or rent a farm having a quarry. The quarry work could be correlated with highway work. There is plenty of work throughout the county on the town highways. This work can be carried on by the cooperation of the town superintendent of highways, which is authorized by Section 70 of the State Highway Law. If the work is at some distance from the jail the men can be kept in camps as is done in Onondaga county, or, if nearby, they can be transported to and from the jail. The cost of this work should be shared by the town and the county. Arrangements might be made to transport prisoners to and from the jail farm, or from places where highway work is being conducted, by means of the police patrol auto in the city of Poughkeepsie.

#### RECOMMENDATIONS.

1. There are two plans open for the consideration of the county authorities; one is the establishment of a county

jail farm and the other the employment of the inmates of the jail on the town highways throughout the county. These plans cannot be made practicable unless the practice of giving two, three and five day sentences to the prisoners is discontinued, not solely for the purpose of making a plan of employment feasible but because it is folly to expect men to develop industrially and otherwise during such a short time. The present system is non-reformatory and absurd.

2. There should be an additional fire-escape, in the form of a bridge, which would span the alleyway between the courthouse building and the Dale Company building.

3. The floor of the shower-bath compartment on the second tier in the main section should be pitched toward the center to permit proper drainage.

4. Fumigating apparatus should be installed for the clothing of inmates.

#### PROGRESS MADE.

1. The interior iron work of the jail has been repainted and the opening directly beneath the skylight in the main section also. The latter was recommended in our previous report.

2. The iron stairway leading from the kitchen to the street has been painted. In our previous reports a recommendation to this effect has been made.

#### ERIE COUNTY JAIL, BUFFALO.

INSPECTED AUGUST 9, 1915, BY E. R. CASS.

The newly elected sheriff of the county is Edward Stengel. He is assisted in the jail work by a jailer, one turnkey, one record clerk, eleven guards and three matrons.

The county jail prisoners, because of the renovation of the old jail, are now kept in two separate buildings. All female prisoners, and the male civil prisoners and witnesses, are held in the south wing of the old jail. The other prisoners are detained in the section of the penitentiary building formerly reserved for female penitentiary prisoners.

The general cleanliness of the female quarters located in the old jail was satisfactory. Because of the arrangement of these quarters

it is not always possible to properly classify the prisoners with respect to the requirements of Section 92 of the County Law.

Some of the rooms are extremely dark, and the rooms reserved for male witnesses and civil prisoners are small, poorly ventilated and lighted. It is unjust and inhuman to keep prisoners, innocent of crime, under such conditions. The steel cages containing the dungeon cells still remain in the south wing of the jail and should be removed.

Despite the unsatisfactory features of the temporary quarters for the detention of the male prisoners held for the grand jury, etc., in a wing of the penitentiary, the present arrangement and accommodations are far superior to those that existed in the north wing of the old jail. There is an abundance of light and air, the cells are better equipped, and can be kept cleaner. The supervision of the prisoners is less difficult.

A bad feature which was characteristic of the wing in the old jail presents itself again, even in the temporary quarters. This is the absence of proper facilities for the absolutely necessary segregation of minors. Minors under the jurisdiction of the county authorities should be carefully protected; the absence of such precaution is serious and is also contrary to Section 93 of the County Law.

The temporary quarters consist of eighty-five cells. The prisoners are not permitted in their cells during the day, or on the galleries. They bathe once a week, and newcomers on the day of their arrival before they are assigned to a cell. The bathing of the latter usually takes place about 2:30 p. m. It would be better that these prisoners should bathe thoroughly before they commingle with the other prisoners. The cells are equipped with iron cot beds, and the bedding consists of mattress, blanket, sheets and pillowcases.

The prisoners receive three meals a day. Tin and agateware eating utensils are used. No complaints were offered about the food, with the exception of the bread. Many of the men complained of constipation. This is due possibly to the bread and also to the lack of sufficient and proper exercise. If whole-wheat bread were substituted for the bread now used, this serious condition might be relieved.

The absence of an opportunity for outdoor exercise in the penitentiary yard is extremely serious. The exercising of the prisoners in the penitentiary yard daily, or at least three times a week, should be arranged. This would reduce the unnatural conditions under which the prisoners live, safeguard their health,

and minimize the problem of discipline. It would also separate the minors from adults of questionable character.

In a regular cell on gallery "D," a Polish prisoner was under discipline. It was stated that this prisoner was responsible for much disturbance and plotting with other prisoners. He was therefore kept isolated in a cell. He receives the regular rations and also all the water he desires. However, he ought to receive daily exercise.

In a cell on the west side of gallery "E" there was a prisoner, apparently mentally deranged. He caused much disturbance. Some of his actions were repulsive, his utterances were vile, and in many ways he endeavored to do himself bodily harm. A few days prior to the time of the inspection he slashed his wrist. During the inspection he attempted to burn his bedclothing and frequently struck the back of his head against the hard, brick wall of the cell. This man was undoubtedly a fit subject for a padded cell as a temporary means of detention and should have been transferred to a proper institution without any unnecessary delay.

On gallery "D" the solid sheets of iron formerly fastened to the barring of the doors of cells Nos. 7 and 8 have been removed, thus abolishing the dark punishment cells.

It was stated that visits to the prisoners are now restricted to relatives or close friends. The promiscuous visiting which was permitted in the old jail has been discontinued. The period for visiting is also restricted to five minutes per prisoner. Visits are made at the penitentiary office under the supervision of a guard.

#### RECOMMENDATIONS.

1. The renovation work now going on in the old jail should be expedited.
2. The cells in the dungeon rooms in the old jail should be rearranged and the dungeon cell in each room should be abolished.
3. More light and air for the witness section in the old jail, especially in the sleeping rooms, should be provided.
4. Persons apparently mentally deranged and violent should be assigned to a padded cell in the penitentiary, or, better yet, sent to an institution for the insane without delay.
5. The penitentiary yard should be used for the exercising of the jail prisoners.

#### PROGRESS MADE.

1. The renovation of the old jail, with the installation of outside cells, is in progress. The need for better jail accommodations and the adoption of the outside cell plan have been strongly advocated in our previous reports.

2. The totally dark punishment cells in the wing of the penitentiary now used for jail prisoners have been discontinued. Recommendation to this effect was made in our previous penitentiary report.

3. The system of visiting has been completely changed so that now visits are regulated not only as to time but also in accordance with relationship of the visitor to the prisoner. Thus, the old system which permitted young lads to make visiting to the jail a sort of lark and diversion has been discontinued. The unsatisfactory previous visiting system was pointed out in our reports and its discontinuance recommended.

4. New mattresses have been purchased. The need for this was pointed out in our previous report.

#### ESSEX COUNTY JAIL, ELIZABETHTOWN.

INSPECTED JUNE 14, 1915, BY E. R. CASS.

The sheriff of the county is J. W. Knowlton. He is assisted in the jail by a jailer and a salaried matron.

All parts of the jail were clean and in order. The prisoners had no complaints to offer relative to the food which is served to them or to their treatment. At the time of the inspection, supper was being served, consisting of tea and milk, bread and butter, cookies and toast. The quantity of each was liberal, well served and apparently well prepared.

The jail in general is built along modern lines. However, the original section reserved for the female prisoners had not been found practicable for use, so that now women prisoners must be imprisoned in one of the large sections of the jail. In 1914 there were eight female prisoners. In 1915, up to the date of inspection, there have been five. It was necessary to keep these women in close proximity to the male prisoners, that is, on one side of the cell-block on one of the floors. While the commingling of prisoners of both sexes can be prevented, it is impossible to prevent conversation

back and forth between the male and female prisoners. Section 92 of the County Law requires that female and male prisoners be strictly separated.

Essex county is one of the very few counties remaining in which there are only two sessions of the grand jury each year. This situation is bad, and unjust in many instances. For the unfortunate prisoner who is unable to obtain bail something should be done. Often persons are held for months awaiting disposition, and when the grand jury convenes they are discharged. During this period, prior to the grand jury hearing, not only the prisoner suffers but perhaps his family even more.

Unemployment still remains a serious handicap in the daily routine of the jail. The present system which permits the prisoners to idle away their time in the jail is bad economically and makes for moral and physical deterioration. It is known that some of the prisoners prefer a life in the jail to life on the outside. Are the county authorities willing that this should continue? Each year prisoners are sent from Essex county to the Albany County Penitentiary. In the year 1914, forty-one prisoners were sent to Albany, and it is estimated that approximately \$1,600 was paid for board and about \$900 for transportation. Were a proper means of employment once started, this annual sum of more than \$2,000 could be used to the direct advantage of the taxpayers of Essex county. The county authorities are again reminded that under Section 93 of the County Law it is within their authority to solve the problem of idleness in the jail, and that also, under Section 70 of the State Highway Law, they can use the prisoners' labor on the town highways. There is plenty of available highway work for several years within a radius of six or eight miles of the jail, in the town of Lewis, and also in Elizabethtown. Arrangements should be made to rent, or purchase, or obtain the privilege of working, a large limestone quarry a short distance from the jail and to use the stone taken from the quarry on the highways.

The activities of other counties should be an incentive to the authorities of this county.

#### RECOMMENDATIONS.

1. Immediate and permanent accommodations should be made for female prisoners on the third floor. This part of the jail is practically unused except for drying clothes.

2. There should be, when the population of the jail warrants it, an additional session of the grand jury. The plan adopted in Tompkins county should be considered. In that county an additional session of the grand jury is held during the month of June if the population of the jail justifies it.

3. When it is practicable, there should be regular days for using the jail yard to give the prisoners outdoor exercise.

4. A committee should make a careful inquiry into the possibility of utilizing the labor of the prisoners serving sentence in the jail. The prospects of work on the highways, in a quarry, or on a county jail farm, should be thoroughly analyzed.

#### PROGRESS MADE.

1. The October grand jury inspected the jail and considered the need for better accommodations for the female prisoners, as pointed out in our inspection report. The grand jury has recommended that the top floor of the jail be equipped to provide quarters for female prisoners.

2. Late information subsequent to the ending of our fiscal year, September 30, 1915, is to the effect that the Board of Supervisors of Essex county have appointed a committee to investigate the possibilities of employing the inmates of the jail serving sentence and have also authorized the committee to establish some form of employment if practicable. In our inspection reports to the Board of Supervisors of this county we have strongly urged that the members of the Board utilize their authority under the law to abolish the deplorable idleness among the sentenced prisoners.

#### FRANKLIN COUNTY JAIL, MALONE.

INSPECTED JUNE 18, 1915, BY E. R. CASS.

The newly elected sheriff is F. S. Steenberge. He is assisted in the jail by the under-sheriff, a turnkey, a matron and a cook. The turnkey, who is the sheriff's son, is under twenty-one years of age and is therefore ineligible under the public office act. Since the time of inspection his position has been filled by another.

The jail is too small and not modern. There are ten cells and eight rooms, four of which are for females. It is usually necessary

to place two and three prisoners in a cell. The sheriff cannot segregate and classify the prisoners according to the law, and in many instances minors are placed with adults. Since the first of the year there have been eighteen prisoners under the age of twenty-one. At the time of the previous inspection there were seven minors together with the adult inmates. The stories told by some of the minor inmates, although denied by the sheriff, showed the great injustice of keeping minors and adults together. County jails are commonly termed "schools of crime." This term is justified in jails where no special accommodations are provided for juvenile offenders. Moreover, the placing of two prisoners in one cell is universally condemned.

At the time of the previous inspection the congested condition was greatly aggravated by the general uncleanness. At the time of the present inspection there was a high standard of cleanliness. This shows clearly that under careful supervision satisfactory results can be obtained in this respect, even in an antiquated jail. The broken-down and badly rusted unsanitary toilets still remain.

A forty-acre jail farm has been purchased. It is indeed unfortunate, because of a general misunderstanding between the supervisors' committee and the sheriff, that the work on this farm has not been started this year. The sheriff of Franklin county states that he is very much in sympathy with the farm project and is willing to undertake the work, providing he is given sufficient help. He points out that the sheriff of St. Lawrence county, who has been cited as an example, has not so many administrative duties to perform, as for instance, attending to the criminal business of the county, this being done by deputies. However, in Franklin county the sheriff does all this work, thus necessitating much travel about the county. The members of the jail farm committee have recently been studying the criminal business of the county and are willing to relieve the sheriff of that responsibility. However, because deputies in the past have been unable to collect fees, the sheriff cannot satisfactorily arrange for their services unless he can give some definite assurance that they will be paid. The committee will not consider the plan of providing another member of the jail staff. The staff is fixed by statute. Therefore, because of this general tangle, the jail farm project is a failure this year, but must not be judged accordingly, because it has been proved in other counties that a jail farm, under proper direction and supervision, can be made a success.

The employment of prisoners is an important element in the treatment of delinquency, and the progress made in each county is

helpful as an incentive to other counties. Therefore, Franklin county is not only retarding its own progress but also sets a bad example to other counties. The present labor of the jail inmates is confined to the upkeep of the lawns about the county buildings, renovation and construction work on county buildings, and work on the village highways. The record of the number of men employed at road work is as follows:

For May, 21 days, average men employed daily.....	7
For June, 17 days, average men employed daily.....	7

The work is done within the corporation limits. No supervision is exercised by any member of the jail staff.

#### RECOMMENDATIONS.

1. Immediate steps should be taken to relieve the unsatisfactory conditions existing in the physical makeup of the jail. The unsanitary toilet conditions, especially on the first and second floors, are a detriment to the health of the jail inmates. The commingling of the various classes of prisoners, and especially prisoners of tender ages with adults, is contrary to law and should not be tolerated. The jail at Watertown will serve to demonstrate how antiquated and small Franklin county jail actually is. The present jail should be enlarged so as to provide a cell for each prisoner and satisfactory quarters for juveniles and for women.

2. Provision should be made for a jail yard. It is unjust and cruel to keep prisoners, especially those held for the grand jury, within the confines of such a small jail for long periods of time.

3. The present wretched plumbing conditions should be immediately remedied.

4. New mattresses and blankets should be purchased and distributed without further delay.

5. The present unsatisfactory supervision of the jail farm should not be allowed to continue. The deadlock, due principally to a difference of opinion and probably a general misunderstanding, has made the jail farm practically useless this season.

#### PROGRESS MADE.

1. The jail has been thoroughly cleaned and repainted. The uncleanness and need of paint were pointed out in the recommendations of a previous report.

2. The purchase of a jail farm shows satisfactory progress in obviating the usual condition of idleness among prisoners serving sentence. The utilization of the inmates of the jail on the county grounds and on the village highways is also commendable. The idleness of the prisoners has been a subject for criticism in our previous reports.

3. New blankets and mattresses have been purchased and distributed in the jail. The great need of these was emphasized in our previous reports.

#### FULTON COUNTY JAIL, JOHNSTOWN.

INSPECTED APRIL 28, 1915, BY E. R. CASS.

The sheriff of the county is William J. Shepard. He is assisted in the jail by an under-sheriff, a janitor, a cook, and a matron.

All parts of the jail were clean and in order at the time of the inspection.

The prisoners were satisfied with their treatment and food.

#### RECOMMENDATIONS.

1. Some of the available ground on one side of the jail should be enclosed as a jail yard. Outdoor exercise is essential.

2. With some additional construction above the kitchen, hospital rooms and reception quarters can be provided.

#### PROGRESS MADE.

1. A padded cell has been installed in the jail. The need for this was pointed out in the recommendations of one of our previous reports.

2. The Board of Supervisors have a jail hospital and a jail yard under consideration and it is expected that they will take some definite action this coming spring. The need for these two improvements has been emphasized in the recommendations of our previous reports.

#### GENESEE COUNTY JAIL, BATAVIA.

INSPECTED APRIL 17, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, Freeman Edgerton. He is assisted in the jail by a jailer, H. L. Ward, a matron and a female cook.

On the first floor of the jail the cells and the corridors on both sides were clean. In many instances there were two and three mattresses in fair condition on each bed. No sheets or pillowcases are provided. It was said that each new man gets fresh blankets, and that men who are serving long sentences have fresh blankets every two weeks.

On each side of the first floor a man was locked in a cell, apparently somewhat mentally deranged, under the care of the doctor, until suitable arrangements could be made to have him transferred to another institution.

The utility corridor on the first floor was very damp. The water oozes into some of the cells through the corners and seams of the steel floor.

The toilet seats in the niches are still in bad condition. The destructive work of the rust is hastened by the dampness in the utility corridor.

One side of the second floor was used for the detention of minors, of whom three were detained at the time of the inspection. It was said by the boys and the jailer that each occupies a separate cell at night. Two of the cells are locked and the other is not.

On the east side of the second floor one adult male was detained. He had the entire use of the inside corridor. The boys were given the free run of the outside corridors on both sides of this floor. With the large number of adult males confined on the second floor the young prisoner should not be given such freedom. Their strict separation is necessary.

The kitchen is the sheriff's own private one and was clean and orderly. The various parts of the basement and laundry were also clean. The shower-baths are in good working order.

There are only three grand jury sessions during the year. Much hardship and injustice is often done by such infrequent sessions.

On the second floor of the jail, satisfactory segregation of female prisoners is not always possible. The hospital rooms are usually reserved for them. Nevertheless, with a large population of male prisoners of various classes, necessitating the use of the second floor, it would be necessary to keep male and female prisoners in close proximity.

#### RECOMMENDATIONS.

1. The dampness in the utility corridor, especially on the first floor, should be obviated. This can be done by improving the ventilation of this section or by installing a system of

drainage. The back of the cells and the niches, also the pipe lines in the utility corridor, should be painted to preserve them against rust.

2. A padded cell should be installed. A cell of this kind protects an insane person, or one suffering from delirium tremens, from his own violence.

3. There should be an additional session of the grand jury during the year, if, at a fixed time between the regular grand jury sessions, the jail population justifies it.

4. Provision should be made either by enlarging the jail or installing extra partitions on the second floor, to separate satisfactorily the male and female prisoners.

5. The idleness existing among the prisoners serving sentence is bad, and is unjust to the taxpayers of the county.

The Board of Supervisors, under Section 93 of the County Law, can establish employment for the sentenced inmates of the jail. They should consider the advisability of operating a county jail farm. The activities in St. Lawrence county serve as a splendid precedent.

With a plan of this kind the taxpayers of the county have the satisfaction of knowing that men sentenced to jail are not complete burdens to them and that they are, through work, made to realize some of the responsibilities of life. Where idleness is the chief factor, the inmates of the jail have no responsibilities, and in many instances their families are the real sufferers. During the period of imprisonment the prisoner is sure of regular meals and a place to sleep. This is not always the case with those dependent upon him outside of the jail.

The plan of employing prisoners on a farm is also carried out in Tioga and Oswego counties. Erie county is developing a large farm. Onondaga county has a large farm. Monroe county has purchased farm land during the past year. Nassau county has arranged for a large acreage for its farm and Suffolk county is arranging for the purchase of a 400-acre farm.

#### PROGRESS MADE.

1. The paint formerly placed on the window-panes to prevent inmates from communicating with people on the outside has been removed. The paint prevented much light from entering the jail. It was stated that discipline

has not been difficult since the paint was removed. This change was recommended in one of our previous reports.

2. The dampness in the utility corridor on the first floor has been obviated. This, no doubt, will improve the sanitary condition in this section and preserve the iron work of the cells. A recommendation to this effect was made in one of our reports.

3. The toilet seats have been repaired with concrete, reinforced with wire mesh. In the recommendations of one of our reports we called attention to the need of safeguarding the base of the toilet niches from future deterioration, and the use of concrete was suggested.

4. The supervisors of this county, on October 19th, unanimously adopted a resolution providing for the employment of prisoners on the County Home Farm in Bethany. The work is to be under the supervision of the sheriff, and he is to have the services of a guard. None of the prisoners are to be kept out of the jail over night, and they are to be transported from the jail to the farm, a distance of seven miles, by means of an automobile truck provided by the county. In our reports, the County Board of Supervisors have been urged to obviate the idleness among the prisoners serving sentence in the jail. Farm work and highway work were suggested as a means of doing this. The authorities are to be commended for the action they have taken.

#### GREENE COUNTY JAIL, CATSKILL.

INSPECTED MARCH 7, 1915, BY E. R. CASS.

The sheriff of the county is Elmore Mackey. He is assisted in the jail by a jailer. The sheriff receives \$2.80 per capita per week for the board of the prisoners.

With the exception of the utility corridors on the first and second floors, the jail was clean. In each of the utility corridors there was an accumulation of paper and sweepings.

The kitchen, which is the sheriff's own private one, was very clean.

The agateware dishes used to serve food to the prisoners were badly chipped.

The tramp-room in the basement was clean and orderly. There were no tramps on the night of March 6th. On the previous night there had been five. During the year of 1914 there were 300 night



lodgers. The sheriff is allowed forty cents per diem for each lodger. It was said that the lodgers are given supper and breakfast.

The jail prisoners were satisfied with their food and treatment. The jail is also used as a town lockup. This arrangement is not satisfactory.

#### RECOMMENDATIONS.

1. To prevent rust and uncleanness of the toilet seats, a layer of cement should be placed over the iron work surrounding the top of the toilet bowl; it should be high at the ends and pitched toward the center to permit proper drainage. The iron sliding doors in front of the niche should be removed permanently.

2. A better water supply should be provided to give sufficient pressure for the upper floors of the jail.

3. The utility corridors should be kept clean.

4. Crockery, or aluminum eating utensils, should be selected when a new outfit is purchased to replace the present agateware equipment. Agateware eating plates and pans are desirable until the enamelled coating begins to chip. After that, it is impossible to keep the rough-surfaced metal, exposed by the absence of enamel, free from rust and dirt.

5. A strict censorship should be exercised over the pictures that the prisoners place in their cells.

6. There should be an additional grand jury meeting during the year.

7. The system of paying the sheriff \$2.80 per capita per week for the board of prisoners and 40 cents per lodger a night is in part a survival of the old fee system. The fee system has been practically abolished except in three counties. The fee system is a wrong basis on which to defray the cost of maintaining prisoners and opens the way to injustice to both the prisoners and the management. The plan in vogue in all of the counties, with the exception of the three where the fee system is still continued, is to have the sheriff, or a committee appointed by the Board, purchase the necessary supplies and submit the bills to the county for payment. There are 30 counties boarding their prisoners for less than \$2 a week. A charge of 40 cents per night for lodging is extraordinary.

#### PROGRESS MADE.

1. The bases of the toilet seats have been scrubbed and repainted. It has been suggested in our previous reports that the iron work of the toilet niches be preserved from further deterioration.

2. The sheriff has decided to experiment with aluminum or crockery eating utensils when the present supply of agateware cups and plates is exhausted. This is in accordance with suggestions made in recommendations of our previous reports.

3. The system whereby the sheriff receives 40 cents per capita per night for tramps is to be considered by the Board of Supervisors at their next session in December. In the recommendations of our previous report it was pointed out that this is a survival of the old fee system and that therefore it should be discontinued and the members of the Board have been urged to do this.

#### HERKIMER COUNTY JAIL, HERKIMER.

INSPECTED APRIL 27, 1915, BY E. R. CASS.

The sheriff of the county is William Stitts. He is assisted in the jail by a jailer and a matron.

At the time of the inspection all of the prisoners with the exception of two, who were said to be working in the courthouse, were assembled in the corridor on the street side of the first floor. To permit the various classes of prisoners to assemble in one group is a violation of the County Law. The jailer's explanation was that the number of prisoners in each class was so small that when they are kept separate they complain of being lonesome. It is necessary to comply strictly at all times with the classification law.

The jail was fairly clean. In some of the cells loose pieces of paper were scattered about. Closer attention should be given to the cleanliness of the bucket holders in the cells.

The toilet equipment is inadequate. The toilets now in use are located in one cell on the first and second floors, and are of the old iron type, badly worn and unsanitary. The use of the bucket system is bad, even with the best of precautions.

In many of the unused cells the bedding was not carefully arranged. The bedding in unused cells should be clean and fresh and should

be arranged so that the air can easily come in contact with all parts of it. The doors of unused cells should always be kept locked.

The prisoners had no complaint as to treatment or food.

The jail is still used as a town lockup for the towns of Herkimer and Mohawk. This is an unsatisfactory arrangement. The proper discipline in the jail is made difficult when lockup cases are detained. There are no special quarters in which these prisoners, who are usually very unclean, can be kept. The lockup prisoners are usually brought in large numbers and are held for very short periods. They are usually the young lads and men taken from the freight trains.

#### RECOMMENDATIONS.

1. A porcelain toilet bowl should be installed in each cell.
2. Section 92 of the County Law, relative to the classification and separation of prisoners, should be strictly observed.
3. Shades, or iron shutters, should be provided for the windows on the street side of the first floor. People passing on the outside can easily observe what is going on in the first floor of the jail.
4. The condition of cleanliness in every detail of the jail should be restored to the satisfactory standard found at the time of previous inspections.
5. The towns of Herkimer and Mohawk should have lockups of their own. Police court prisoners should not be held in the county jail prior to their arraignment before a magistrate.
6. Minors should be kept separate in their respective cells at night when there are sufficient cells available. Doubling-up under any circumstances is bad.

#### JEFFERSON COUNTY JAIL, WATERTOWN.

INSPECTED JUNE 20, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, Charles C. Hosmer. He is assisted by an under-sheriff, two turnkeys, and a matron. The present sheriff works on a salary basis.

Since January, 1915, the maximum population has been fifty-two and the minimum twelve. The average population throughout the year is about thirty, of which number twenty are usually serving sentence.

At the time of the inspection a highly satisfactory condition of cleanliness and order prevailed in all parts of the jail.

The prisoners were satisfied with their treatment and their food. Some of the prisoners who had been in the jail when the fee system was in vogue said that the food now given to the prisoners is far superior in quality and quantity.

The County Law relative to the classification and separation of prisoners was strictly observed. One woman was segregated in a room because she was affected with an infectious disease. One man was locked in his cell under discipline. This prisoner had been assigned to work on the lawns about the jail and had violated the confidence of the sheriff by leaving his work, getting intoxicated and attending a ball game. The discipline consisted of confinement in his cell. He was provided with the same rations given to the other prisoners.

The attention of the Board of Supervisors is called to the close proximity of the female section to the second floor of the jail. Trustees, and other prisoners who might have the run of the outside corridors, can easily gain access to the third floor. Generally the women are kept in the small rooms, causing too close confinement. They should have access during part of the day to the central corridor on the third floor. To prevent male prisoners from going from the second to the third floor, there should be a light steel door and cage at the foot of the stairway leading to the third floor. This can be provided at small cost.

There is a very limited opportunity for outdoor exercise for grand jury prisoners. The high fence around the jail does not permit the safe using of the jail yard.

The idleness among the prisoners serving sentence still exists. In December, 1914, a resolution was passed by the Board of Supervisors, authorizing the sheriff to employ the prisoners at farming at the county tuberculosis hospital. This farm land is not very good and will require much labor in clearing the stone and brush, repairing fences, etc. It was reported that there are now about three acres under cultivation and that the officials are apparently timid about expending much money to purchase a jail farm or further experiment with the present land. In previous reports the activities in other counties for the employment of the prisoners have been pointed out. It is again strongly urged that the Board of Supervisors use their authority, under Section 93 of the County Law, and purchase or rent land for a county jail farm, or establish a county quarry on the county poorhouse property and correlate the quarry

work with the highway work in some of the nearby towns. The latter can be done in accordance with Section 70 of the State Highway Law.

#### RECOMMENDATIONS.

1. The authorities of Jefferson county should keep abreast of the progress of other counties and arrange for the employment of the sentenced inmates of the jail. A live committee should be instructed to confer with the sheriff, the superintendent of the poorhouse, the county superintendent of highways, and other interested persons, in making a careful analysis of conditions.

2. An electric rotary washing machine should be added to the laundry equipment.

3. Heavy wire screens should be placed on the windows in the basement of the jail to prevent the passing of contraband goods into the jail.

4. Permanent arrangements should be made to prevent easy access by means of the stairway from the second to the third floor.

5. There should be installed in some part of the basement or third floor a fumigating apparatus so that the clothes of new prisoners can be thoroughly cleansed and stored in the numerous lockers which are now available on the third floor. Without a fumigating apparatus, it is just as well that these lockers be not put in use, because, being constructed of wood, in a short time they would become filled with vermin. The fumigating apparatus need not be an expensive affair. For example, a large-size packing case can be lined with tin and a door placed on it. Formaldehyde torches can be set into the case as the fumigating agent. Sulphur should not be used as it is detrimental to the clothing. Prisoners should be supplied with uniforms (not striped). Brown or blue overalls and jumpers are sufficient. With an arrangement of this kind the task of keeping the jail free from dirt and vermin will be greatly facilitated.

#### PROGRESS MADE.

1. Since the abolition of the fee system in this county the management of the jail in every detail has apparently greatly improved. The prisoners are better cared for, they receive better food, the county laws, with respect to the classification of the prisoners, are better observed, certain

prisoners are segregated and the standard of cleanliness of the jail is much improved. The need for these improvements has been noted at the time of previous inspections and recommendations were made in previous reports.

2. A matron is now engaged at a regular monthly salary, thus making a female attendant directly responsible to the county for the supervision of the female prisoners. Under the fee system, although the sheriff's wife was perhaps expected to act as matron, there was no definite obligation on her part to the county. The services of a matron have been urged in our previous reports.

3. Arrangements are being made to repair the door-locking device for the cells on the first floor.

4. A county jail committee of the Prison Association is to be established. This committee is to undertake, with the various county officials and members of the Board of Supervisors, the solution of the problem of idleness among jail prisoners, and, in general, use their efforts to assist prisoners and cooperate with the sheriff in the further betterment of the jail conditions. A chairman has been elected, and part of the committee organized.

5. A committee of the Board of Supervisors from Jefferson county has visited St. Lawrence county in order to study the jail farm activities in that county. The farm activities in St. Lawrence county have been constantly mentioned in our reports and also by our inspectors when in conference with various officials and official bodies. In our previous Jefferson county report the employment of the prisoners was strongly urged and farm and quarry work recommended. The present farm activities are due undoubtedly to this agitation and the satisfactory findings of the committee subsequent to their visit to St. Lawrence county.

6. Agateware eating and cooking utensils have been displaced by a new supply of aluminum utensils.

#### KINGS COUNTY JAIL

(For Civil Prisoners.)

INSPECTED SEPTEMBER 29, 1915, BY PHILIP KLEIN.

The sheriff is Lewis M. Swasey.

There were seven men and three women at the county jail on the day of inspection. One additional woman prisoner was in a hospital

outside the jail. Four of the men were detained in alimony proceedings, one was a material witness and two on technical charges of contempt of court in civil proceedings.

The general average population of the jail during the past year has been 14.2. On August 1, 1915, a new warden, William J. Maxwell, was appointed. Otherwise there has been no change in the personnel.

All parts of the jail were visited, and, in general, good order and cleanliness were found. There was, however, some accumulation of dirt behind the radiators on the first tier. Some of the cots were found to have a layer of newspapers under the blankets. There was no toilet paper in the toilet on the first tier, and newspaper was being used instead. The attention of the warden was called to these matters and he said he would immediately rectify them.

The stucco finish of the walls, to which attention was called at the time of the last inspection, was still in the condition previously reported. The walls had not been covered with a coat of plaster. The walls in general are in great need of a new coat of paint.

There are no screens, either of the wide-meshed kind, or of mosquito netting, on the windows facing the streets, through which contraband goods might possibly be introduced into the jail. The necessity for such screens in jails is generally acknowledged. They should be installed at this institution without delay.

There is not a single fire extinguisher in the whole building.

The prisoners were questioned as to the quality of food served, and the standard of treatment, and they offered no complaints. They further stated that they had found no vermin in the beds, corroborating in this the statement of the keepers.

One cell on the first tier was occupied by two prisoners, although the census did not exceed the total number of cells available. It was stated that the two had occupied the same cell at a time when the census did exceed such number and that the prisoners were simply allowed to remain together. On the suggestion by the inspector that they be separated, the warden stated that he would give orders to that effect.

There are no facilities for outdoor exercise; efforts on the part of the administration to obtain such have been unsuccessful.

The employees complained of the sour odor of vegetables arising from the cellar beneath the building which is used by the City Prison, Brooklyn, for the storage of vegetables.

When the census is considerably larger than that found at this inspection, the conditions are probably less satisfactory, because of

the insufficient amount of direct light into the cells, due to the small number of windows per corridor. The following table gives a summary of the population throughout the year:

	Jail days.	Average number prisoners per day.	Prisoners meals.
October, 1914.....	542	17.48	1,469
November, 1914.....	523	17.43	1,444
December, 1914.....	556	17.93	1,598
January, 1915.....	605	19.51	1,774
February, 1915.....	365	13.03	1,047
March, 1915.....	393	12.67	1,113
April, 1915.....	396	13.2	1,134
May, 1915.....	368	11.22	1,045
June, 1915.....	366	12.2.	1,054
July, 1915.....	264	8.51	669
August, 1915.....	399	12.54	1,141
September, 1915.....	413	13.76	1,131
	5,190	14.2	14,619

#### RECOMMENDATIONS.

1. Stricter supervision should be exercised, in order to avoid the accumulation of dirt in corners and behind radiators; to make sure that toilet paper is always available; to prevent the use of newspaper on the beds, and to avoid the occupation of one cell by two inmates unless absolutely necessary.
2. The stucco finished walls should all be covered with a coat of plaster and paint; this, principally, for sanitary reasons, also to make it easier to keep the walls clean and more presentable. It is impossible to wash off stucco finished walls satisfactorily.
3. A new coat of paint should be applied throughout the interior of the jail.
4. Wide-meshed screens should be applied to all windows of the jail facing the street.
5. Mosquito netting should be placed on the windows of the kitchen and pantry to keep away flies and dust. The fly pest may become serious.
6. Concerted efforts should be made to obtain for the prisoners of the civil jail the privilege of the use of the yard of the City Prison, Brooklyn, for the purpose of outdoor exercise for civil prisoners, if necessary by breaking through a door between the civil jail and a room adjoining it occupied by the City Prison of Brooklyn as a storage room.
7. A fire extinguisher should be placed at some central point in the building.

## LEWIS COUNTY JAIL, LOWVILLE.

INSPECTED JUNE 25, 1915, BY E. R. CASS.

The jail is under the supervision of a newly elected sheriff, George O. Jeffers, receiving \$1,500 a year, house rent and maintenance. There is no matron or jailer.

This jail is a very small structure, unsatisfactory in many respects, and should be replaced by a new one. It is practically one solid-stone cellblock with the stone vault-like type of cells. These are decidedly dark, inadequately ventilated and some of them are always damp.

The proper separation of prisoners, male and female, juvenile and adults, in accordance with the requirements of the County Law, is impossible, even with the very small population.

The equipment throughout the jail, such as bathing and toilet accommodations, is inadequate. The only bathing facilities are tin tubs on the second floor, one in the so-called female department and one in the juvenile department.

The prisoners complained about the quantity of food served to them. The complaints, on investigation, seemed not justified.

The sheriff gave the following samples of the menu:

*Breakfast:* Usually warmed-up potatoes, fried pork, tea, bread and butter. Sometimes oatmeal is substituted for potatoes.  
*Lunch:* Coffee, meat stews, pork and beans and bread.  
*Supper:* Usually bread, coffee, hash or beans.

## RECOMMENDATIONS.

1. A new jail should be built outside of the town on sufficient acreage so that a fairly large farm can be maintained.
2. A more liberal supply of bedding should be provided in the present jail.
3. The interior of the cells should be fumigated and then painted, also the cellblock and the side walls.
4. There should be an additional session of the grand jury during the year. At the time of the inspection there were two men who were held for the grand jury at the beginning of June and who must wait until September. Perhaps at that time evidence would not be had or they would be found innocent. The question arises as to what becomes of their families in the meantime, and also as to their opportunities for employment, and how they are

provided for because of possible mental and physical deterioration. In cases where prisoners are able to obtain bail this situation is not serious but something should be done for those who are less fortunate.

In Tompkins county, for example, where only two sessions of the grand jury are regularly held, a special meeting is held in the month of June of each year if the population of the jail justifies it.

## PROGRESS MADE.

1. The fee system has been discontinued and now the sheriff is employed on a salary basis. The necessary foodstuffs are purchased by the sheriff, and the bills for the same are submitted direct to the County Board of Supervisors for payment.

2. New blankets and mattresses, although insufficient in number, have been supplied, thus relieving to some degree the wholly unsatisfactory shortage of clean and proper bedding pointed out in our previous report.

## LIVINGSTON COUNTY JAIL, GENESEO.

INSPECTED APRIL 20, 1915, BY E. R. CASS.

The sheriff of the county is George H. Root. He is assisted in the jail by a jailer and a matron. Since the first of the year, eighty prisoners have been committed to the jail. Twenty of this number were sentenced for periods varying from five to fifteen days.

The jail is a small structure, built along modern lines. The first floor cells and corridors were clean, also the beds and bedding. Sheets and pillowcases are used. All of the population, with the exception of a young girl, were detained on the first floor. The law relating to the classification and separation of prisoners was complied with satisfactorily.

The cleanliness and order of all parts of the second floor merited no criticism.

The young girl mentioned above was being held as a witness and was kept in the sheriff's residence, under the supervision of his wife.

The jail is still used as a town lockup. On general principles this practice is bad. It increases the problem of keeping the jail clean and is a serious handicap to good discipline.

The prisoners seemed thoroughly satisfied with the treatment accorded to them by the sheriff.

The meal served at the time of the inspection consisted of meat, potatoes, fresh beets and bread. The appearance and taste of the food were satisfactory.

#### RECOMMENDATION.

The village of Geneseo should have a lockup of its own.

#### MADISON COUNTY JAIL, WAMPSVILLE.

INSPECTED APRIL 26, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, C. G. Taylor, who is assisted by a jailer and a matron.

During the winter months the population was unusually high, the average being about 40, most of whom were serving sentence. The maximum population was 57.

All parts of the jail were clean and orderly.

The prisoners made no complaints as to treatment or food.

Ten of the prisoners serving sentence were assigned to work in the barn and on the construction of a small piece of road in the rear of the jail. The prisoners are also employed at janitor work in the county buildings. There is no regular form of employment for sentenced prisoners. Additional land for a large jail garden has been rented, making the total land now available about one and one-half acres. The Board of Supervisors have taken this action instead of negotiating for the purchase or rental of a larger piece of land near the jail to be used permanently as a jail farm. The county poorhouse farm has entailed much expenditure during the past year and the authorities are reluctant, for the present, to purchase another farm.

#### RECOMMENDATIONS.

1. The County Board of Supervisors are urged to appoint a live committee to plan the establishment of satisfactory employment for the inmates of the jail.

2. Part of the jail, preferably the basement, should be used as a place where new prisoners can be received. Here the prisoners should be made to thoroughly bathe, their clothing should be taken from them and they should be

given a jail uniform. Overalls and jumper are satisfactory. Stripes should under no circumstances be used. There should be a fumigating apparatus installed at a very small cost, or made on the premises, for clothing. A system of this kind will enable the management to keep the jail entirely free from vermin and dirt.

3. The wooden stairway from floor to floor of the jail is a serious fire danger.

4. Sheets and pillowcases should be supplied for the prisoners.

#### PROGRESS MADE.

1. The interior and the iron work of the jail have finally been painted. The appearance of the jail has been much improved thereby. In previous reports made by this Association the need of painting the iron work of the jail has been shown.

2. The jail garden has been enlarged. It indicates to some extent that the Board of Supervisors have the employment of the prisoners in mind. In our previous reports we have shown the need for employment of the jail inmates.

3. The icehouse, which heretofore occupied much space in the jail yard and therefore decreased the area for outdoor exercise, has been removed and a new one built outside of the jail yard. In the recommendations of our previous report this has been urged.

4. While the sheriff has not obtained appropriations to purchase uniforms for the inmates of the jail, he has a supply of overalls and jumpers to be used by the prisoners while they are in the jail. In previous recommendations we showed the need of uniforms, or overalls and jumpers for the prisoners so that their own personal clothing could be fumigated and preserved for them until the time of their release. The additional supply of clothing will also assist in keeping the vermin in the jail at a minimum.

#### MONTGOMERY COUNTY JAIL, FONDA.

INSPECTED APRIL 28, 1915, BY E. R. CASS.

This jail is under the supervision of the newly elected sheriff, E. Folmsbee. He is assisted in the jail by a jailer and a cook. There is no regularly appointed matron.

The estimated number of men serving sentence during the winter varies from twenty to thirty and it has gone as high as fifty-five. During the summer this average decreases to between ten and fifteen.

The supervision of this large jail has been in the hands of practically one man for the past month, because the sheriff has been confined to his bed. The general condition of cleanliness was not up to a satisfactory standard at the time of inspection. It was stated that the unusual condition during the past month was somewhat responsible for it.

On the first floor the toilet bowls in the niches were not satisfactorily clean. The partitions in some of the cells have been covered with a variety of pictures. This practice is wrong. The bar work was not clean and showed the need of paint. From the utility corridor on the first floor came a strong, disagreeable odor of urine, perhaps due to the leaking of some of the toilet equipment in the cells.

The floors of the shower-bath compartments, as was pointed out in previous reports, are not properly pitched; when the baths are used the corridors are flooded with water.

The locks of the grand jury section on the first floor are not secure against picking. Not so very long ago a nineteen-year-old boy, it was said, succeeded in operating the locks on one of the doors of the corridors with the aid of an ordinary spoon handle. It has been necessary for the sheriff to have pieces of steel sheeting placed around these locks so that the inmates can not get near them.

The floors of the corridors on the first floor are not satisfactorily pitched so that proper drainage can be had when the floors are flushed with water. The window-panes on the east and west sides of the first floor were in need of washing. The automatic central lock-control at one end of the cellblock on the first floor was not in proper working order. It was stated that the inmates of the cells find it very easy to prevent the doors from locking by placing pieces of cardboard and paper between one side of the cell and the door of the cell.

On the second floor the condition of cleanliness was somewhat better. In the shower-bath section on the west side the arrangement of the floor was not satisfactory. When this bath is used the water leaks through to the cell directly beneath and into the utility corridor.

The third floor was much cleaner than the first, but more care should be taken to get the dirt out of the crevices around the bottom of the sliding doors.

The windows in the basement are not screened. It would be easy to pass things in and out. In the absence of a fence around the jail

or proper screening of the windows it is not only possible to pass things in to the prisoners in the basement but also to the grand jury prisoners on the first floor.

The kitchen was clean and orderly. The prisoners receive three meals daily, excepting Sunday, when only two meals are served. One or two of the prisoners complained that they did not get sufficient bread. It was stated that the men received at the first helping two large slices of bread and are allowed more if they desire. It has been found necessary to reduce the quantity of bread at the first helping because the men wasted a considerable amount.

A fumigating apparatus has not been installed and no reception quarters for new prisoners have been provided. A room on the east side, near the end of the basement, could at a small cost be transformed into a reception room. The doors should be reinforced and a shower-bath installed. It is a pity that with the present system it is necessary to place drunks, whose clothes are in a dirty and shameful condition, in the jail proper.

The jail yard is not used.

The attention of the authorities is again called to the text of a previous report submitted by this Association with respect to employment of prisoners. Under Section 93 of the County Law, the County Board of Supervisors are authorized to establish some form of employment and it is strongly urged that the resolution of the Board of Supervisors giving permission to the Mohawk Town Superintendent of Highways to use jail labor be taken advantage of.

#### RECOMMENDATIONS.

1. A better condition of cleanliness should prevail throughout the jail at all times.
2. One additional guard should be employed and both his and the jailer's salaries should be paid independently by the county and not by the sheriff.
3. The iron work of the jail should be repainted.
4. A room in the basement should be fitted up as a reception room. Cot beds furnished with blankets only should be installed as well as bathing equipment and a fumigating apparatus. After the prisoners bathe thoroughly they should be given a jail uniform, consisting of overalls and jumper, and should be then assigned to a cell in the jail proper. Their clothes should be fumigated and not returned to them until they are ready to be released.

5. The floors of the various shower-bath compartments should be improved.

6. A section of the basement should be used as a messhall so that it will not be necessary to feed the prisoners in their cells. Collapsible tables, such as are used in the Troy Jail, should be installed.

7. A fence should be built around one side of the jail or the windows securely screened with a fine steel mesh.

8. A salaried matron should be provided. It is unfair to expect any woman to deal with the type of woman who usually gets into jail without being duly compensated for her services.

9. The jail yard should be made proof against escape and then used to exercise prisoners.

#### PROGRESS MADE.

1. Overalls and jumpers have been provided for the prisoners serving sentence. This is partly in accordance with recommendation made in one of our reports.

2. The leaky condition in the utility corridor on the first floor has been remedied. This is also in accordance with recommendation made in our report.

#### MONROE COUNTY JAIL, ROCHESTER.

INSPECTED APRIL 20 AND AUGUST 11, 1915, BY E. R. CASS.

The newly elected sheriff, Charles S. Owen, is responsible for the supervision of the jail. He is assisted by an under-sheriff, a head jailer, an assistant jailer, 2 porters, 1 keeper, 1 woman jailer, 2 engineers, 1 night watchman and 1 male cook.

The jail is used only for the detention of prisoners awaiting trial and those awaiting the action of the grand jury. It is a mixture of an old and a modern type of construction. The large population at times makes it necessary to use both the old and the new sections. The use of the old or pit section is undesirable because of the arrangement of the cells and the impossibility of properly classifying the prisoners detained therein.

The toilet equipment in these cells is old and badly worn.

The central corridor is used as a messhall for the whole jail.

At the time of the inspection of April 20th the tidiness and cleanliness of some of the cells on the upper tiers of the pit section was not

entirely satisfactory. The fact that the noonday meal had been completed shortly before the inspection was not wholly responsible for the uncleanness of the upper tier of cells and the galleries. All parts of the new wing were clean and orderly. The bar work is very much in need of painting, also the partitions of the cells.

The bedding equipment, in the absence of mattresses, cannot be favorably compared with that found in practically all of the other county jails. There is no reason why Monroe county should fall behind completely in this detail.

Part of the pit section should be used as reception quarters. Here the prisoners can thoroughly bathe, and, while their clothing is being fumigated, can be supplied with overalls and jumpers. This is done in other jails in the State and it is the only method which will prevent dirt and vermin from spreading in the jail. It will also render less difficult the problem of keeping the bedding clean.

The women's section was very clean on both inspections of this year. Both sections located on the floor below the women's section were satisfactory.

The inspector was favorably impressed with the food and treatment of the prisoners.

At the time of the inspection of August 11th, a very high condition of cleanliness and order existed in both parts of the jail. It was the first time within the past two years that the inspector has found all parts of the pit section satisfactorily clean. The iron work of this section has been thoroughly scrubbed and is to be painted.

#### RECOMMENDATIONS.

1. The beds in most of the cells should be supplied with mattress, sheets and pillowcases. Five or ten cells in the pit section can be reserved for newcomers and these need to be supplied only with blankets.

2. Aluminum eating utensils, or crockery, should replace the agateware type now in use. Agateware is good until it begins to chip; then it is practically impossible to keep it clean and free from rust.

#### PROGRESS MADE.

The following improvements have been made since January 1, 1915:

1. The women's quarters have been painted.

2. The iron work in both sections on the floor below the female department has been painted and new toilets are being installed.



3. A steam-chest is now available for the sterilization of blankets. The blankets are now washed every ten days. The average number is about fifty per week, as compared to eight to ten per week in previous times. This naturally makes available a cleaner supply of bedding, making it possible to give fresh bedding, as recommended in our previous reports, to each new prisoner.

4. A special part of the main floor of the new wing has been set aside as a consultation room for attorneys and their clients. The former are not permitted to have free run of the jail. The need for providing special quarters for this purpose and the discontinuance of the practice of permitting lawyers to have free access to all parts of the jail was recommended in one of our previous reports.

5. In the office of the jail a screened arrangement has been installed so that the prisoners are now on one side and visitors on the other. Recently a railing has been placed on the visitors' side so as to keep them from coming close to the screen. In the recommendations of one of our previous reports it was requested that a better system of dealing with and supervising visitors to the jail be established.

6. Electric light control for the new section of the jail has been rearranged so that now the prisoners cannot tamper with the light thrown into the cell.

7. A cabinet form of roster has been placed in the new wing of the jail. This makes it easy to take the count of the prisoners and to locate them.

8. New toilets have been installed in the cells in the pit section. The wretched condition of the old iron toilets was pointed out in our previous reports and heavy porcelain toilets recommended. Unfortunately, in installing the new toilets, iron enamelled toilet bowls were selected. New toilet bowls were also installed in the cells located in the sections on the floor below the women's quarters.

9. The iron work in the pit section has been scrubbed and repainted. This was recommended in our previous report.

10. The interior side walls of the cells and the ceilings have been repainted, also the base of the toilet niches. This improvement is highly satisfactory, and obviates the unsightly appearance of the interior of the cells, pointed out in the previous reports.

11. Food is no longer carelessly stored in one of the cells in the pit section. The unsatisfactory nature of this practice was pointed out in a previous report.

12. A new enamelled sink has been installed in the pit section to facilitate dish-washing.

13. The shower-bath room, off from the pit section, has been furnished with a curtain. The floor of the section has been painted and a rubber mat installed. The whole equipment is now quite satisfactory.

14. Prisoners are not permitted to place obscene pictures or unnecessary decorations in their cells. The need for curbing this practice was pointed out in our previous recommendations.

15. Arrangements have been made with the Superintendent of the Penitentiary whereby one or two prisoners serving sentence are kept at the jail to work as janitors. A plan of this kind was suggested in one of our previous reports.

16. The jail yard is now secure against escape. In the latter part of last year, iron cage work was constructed over the yard but it soon proved unsafe. There was some delay, and finally alterations were satisfactorily made. In our previous reports the use of the jail yard has been urged and the equipping of same against escape also. Hand-ball courts have been marked out, thus providing suitable means for exercise and recreation.

17. The following changes have been made in the kitchen: The ordinary wash-boiler, formerly used for the preparation of coffee, has been replaced by a coffee urn, similar in design to those found in good restaurants. Gas ranges have been installed to take the place of the coal ranges during the summer, thus making it more comfortable in hot weather for the staff to take their meals in the kitchen.

18. Wire screens have been placed on the inside of the windows in the new wing of the jail so as to prevent the smuggling in of contraband articles.

19. The general cleanliness throughout all parts of the jail was much improved and highly satisfactory at the time of the last inspection, also the general administration of the various details of the jail routine. This clearly proved that the sheriff had profited by the suggestions made at the time of a previous inspection and was trying to discharge his duties well.

20. The sheriff has decided to experiment with aluminum and crockery eating utensils when the present supply of agateware cups and plates is exhausted. In our previous reports this has been suggested.

21. The sheriff has purchased mattresses. This is the first time within the knowledge of the inspector that they have been used in the male quarters of the jail. The sheriff is supplying the beds of the cells in the new section with mattresses. In our reports we have urged that the mattresses be purchased and added to the bed equipment in each cell.

#### NASSAU COUNTY JAIL, MINEOLA.

INSPECTED SEPTEMBER 8, 1915, BY PHILIP KLEIN.

The sheriff is Stephen P. Pettit, the warden W. E. Holts.

On the day of inspection the usual difference in the standards of cleanliness between the male and female departments existed. The latter was entirely satisfactory, whereas the former left much to be desired. The cans in the corridors of the male department were not covered. The toilet seats were covered with newspapers, upon which the personal effects of the prisoners were spread because of the lack of necessary shelf or table accommodations. Roaches were seen and complaints of the prisoners were that they exist at times in great numbers. The faucets at the washstands in a number of cells were leaking and one of the washstands was plugged up. Blankets were found in some of the vacant cells, which should have been entirely free of bedding. The inside and outside corridors were not swept clean and small piles of sweepings were found at the entrance to the utility corridor. None of these conditions existed in the female department. It was stated that the sheets and pillowcases are laundered weekly. The personal effects of the prisoners are laundered by them in the cells or corridors and hung on lines in the corridors. There is no good reason why all the clothes of the prisoners as well as the sheets and pillowcases should not be laundered in the jail laundry, which is adequately equipped with apparatus of modern design.

Since the last inspection a wooden partition has been constructed at about the center of one side of the first tier to keep minors awaiting court action separate from other prisoners. The improvement would be very commendable had it not been found that on the day of inspection the door in this partition giving access to the section

for minors was open and that therefore commingling was not prevented. A temporary wooden partition is a fair makeshift but of no permanent value. Even its temporary value is entirely lost by leaving the door open.

One prisoner was in his cell, suffering apparently with pleurisy. An ordinary cell is not the proper place for a case of this kind, which should go to a hospital, in the absence of hospital facilities in the jail.

Of the forty-six prisoners serving sentence, thirty-two, or almost two-thirds, were being housed in the tramp-room in the basement. The appellation "tramp-room" is only justified by its location, not by the purpose for which it is used. Ordinarily, the tramp-room implies a part of the jail where tramps, passing through the town, especially in the winter, are allowed to remain over night of their own free will and not by commitment. However, the "tramp-room" at the Nassau county jail is nothing more than a dormitory where prisoners serving sentences of from five to thirty days are held in the most unsanitary, undignified and improper conditions. The occupants of this room sleep, huddled together in groups, on boards, or on unclean blankets. During the day many of the men go out to work on the jail farm. In the winter this work is not available, so that some of them are employed at stone-breaking in the yard. But by far the larger part of the twenty-four hours of the day is spent by the men, crowded together in this one room, which is located below the ground level. The floors were dirty, littered with paper, etc., and spat upon. To aggravate the general undesirable situation, a padded cell on wheels occupies part of the very limited free space in the room. This is not a proper location for a cell of this kind, in so much if it were occupied by a proper case, for instance, delirium tremens, the annoyance to the usual large number of men in the room would be not only a great discomfort but also an injustice. Furthermore, the cell is sometimes used by one of the prisoners who becomes tired of the hard beds and prefers to sleep on the padded floor. There is no good reason, except that the jail is too small, why these men should not be decently housed in cells, as the prisoners of a similar grade are provided for in practically all of the jails throughout the State.

Enameled iron seats have recently been installed in all the cells of the male department to replace the rusted steel seats that were previously condemned by inspectors of the Prison Association. So far, the seats are undoubtedly a big improvement and have given satisfactory service. Enameled ware of any kind is not immune

from chipping and no doubt sometime in the near future the previous unsatisfactory toilet condition will again present itself.

The jail yard consists of two parts, entirely separate from each other, one on either side of the central or administrative part of the building. One yard is used as a garage for the sheriff and for storage purpose. The other contains a stoneshed and general repair shop. There was no work going on in the shed at the time of the inspection. There was also in this yard a garbage incinerator, which was in very bad condition, and an old-fashioned privy, used by the prisoners while working in the yard. The incinerator should be repaired and the privy immediately removed. The whole equipment does not conform to the general modern construction of the institution.

Even with two fair-sized yards and a staff of six keepers, none of the grand jury prisoners, or, in fact, any of the prisoners except those actually employed around the house or on the small farm, receive outdoor exercise. The only explanation given for this was that it has never been done. The prisoners in this jail can be exercised because the staff is sufficiently large and a yard is available, and no doubt the working hours of the staff can be arranged to suit the needs.

There were six women in the jail at the time of inspection. The warden stated that at no time within his memory has the jail been without some female prisoners, and yet there is only one official matron and she is the wife of the sheriff, who is not a resident of the jail but resides some distance from it. The matron's work is therefore performed by the wife of the warden who resides at the jail, but who is not officially appointed as matron. An officially appointed person should be a resident at the jail as matron.

The food is served to the prisoners in agaware dishes. On the day of inspection the dinner consisted of soup with crackers, meat and potatoes served in the soup, though cooked separately, and bread. The food was satisfactory to the inspector's taste, excepting that it lacked salt. Sugar is not given, either in tea or coffee. The reason given for this is that it has never been done.

The farm upon which some of the prisoners work comprises now about five acres of land, belonging to the Garden City Estates, and its cultivation for the benefit of the jail is allowed by courtesy of the owners. This little farm is quite an asset to the jail, both because of the fair amount of vegetables that can be raised on it, and because it gives a certain amount of employment to some of the prisoners.

### RECOMMENDATIONS.

1. The disgraceful conditions in the tramp-room described in the above report are due to the system of housing prisoners with short terms, which is entirely at variance with modern principles and is chiefly attributable in the present case to the lack of sufficient amount of cell accommodations. Furthermore, there is no room that may be used as a hospital room. It is strongly urged that the county jail be enlarged so as to provide sufficient cell accommodations to discontinue the present tramp-room system and to supply a much needed hospital room.

2. The spacious yard of the jail should be utilized in order to give all prisoners outdoor exercise. The time of the prison staff can be so reorganized as to provide the necessary force for adequate supervision of prisoners while exercising in the yard.

3. Small tables should be supplied in every cell. This can be done at comparatively small expense and will make for very much better conditions of order and cleanliness.

4. No bedding should be kept in unoccupied cells. Each incoming prisoner should be given clean bedding at the time of his admission and he should take such bedding to the cell himself. Upon his discharge he should return the bedding and such bedding should not again be used before it has been completely disinfected and laundered.

5. All prisoners' clothing requiring laundering should be laundered and dried in the institution laundry. The cells and corridors should not be marred by the hanging of clothes-lines and half-laundered clothing.

6. The standards of cleanliness of the male department still leave much to be desired. Sweepings should be immediately removed, not left on the floors, and tin cans in the corridors should be always covered.

7. The old-fashioned, unsanitary privy in the yard should be immediately removed.

8. The garbage incinerator should be repaired.

9. The custom of appointing the sheriff's wife matron should be discontinued, unless the sheriff resides at the jail. If another officer resides at the jail, that officer's wife should be appointed matron. If there is no resident woman at the jail, then at least two non-resident matrons should be appointed, on equal shifts.

10. The food should be properly seasoned; particularly salt should be supplied to prisoners so that they can season the food to their own taste. Tea and coffee should contain sugar.

#### PROGRESS MADE.

1. The unsatisfactory toilet conditions in the cells have been improved by the installation of enameled iron toilet seats. The need for such an improvement was pointed out in our previous reports.

2. The construction of a vegetable cellar by jail labor in the yard containing the garage.

3. The construction of a partition on the first tier of the jail to provide for the separation of juveniles. While this makeshift is *not entirely* satisfactory, it is evident that the suggestions made at the time of our previous inspections and in our recommendations have impressed upon the authorities the need of taking some means of segregating the juveniles.

4. The acreage for the jail farm has been increased, thus providing for the employment of more prisoners and for an increased amount of product. In our previous reports we have advocated the further development of the jail farm and have mentioned the activities in this county as an example for other counties to follow.

#### NIAGARA COUNTY JAIL, LOCKPORT.

INSPECTED APRIL 19, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, William Shaw. He is assisted in the jail by a head jailer, two night jailers, one janitor, one commissary, two day guards, and one matron.

Since January 1, 1915, the average number of prisoners serving sentence each day for the following months is as follows:

January.....	100	March.....	75
February.....	95	April.....	60 (to date)

The usual number of prisoners found in this jail exceeds the cell capacity, and more than one prisoner must be placed in each cell practically all the time. This practice is thoroughly bad and depraving.

The jail is to be enlarged. There are two plans under consideration. One is to build an additional story to the present structure, and the

other plan is to build an addition to the jail, using the piece of land now reserved as a jail yard. If the new addition utilizes all of the land now intended as a jail yard, the opportunity for exercise for court prisoners will be abandoned. Men awaiting the action of the grand jury, or awaiting trial, are presumably innocent until proven guilty. It is a serious question whether the county authorities have the moral right to place men, in such circumstances, under conditions which no doubt tend to jeopardize their health.

At time of the inspection there was one man in the court section who had been held for six months in the small confines of the central corridor on the first floor, court section. It was stated that a man had recently been released who had spent one year under similar circumstances. This corridor is not very long and is poorly lighted and ventilated.

The cleanliness of the court section was fair.

The pictures on the side walls of the cells should be removed.

The toilets and bar work need to be scrubbed and painted.

Some of the prisoners in this section complained about the quality and uncleanness of the food, also about the uncleanness of the eating pans.

In the section directly above the court section on the second floor the cells were clean. Pictures were pasted on the walls of the cells and there were also pencil drawings. The toilets need to be scrubbed and painted. The men in this section had no complaints to offer about the food.

The solitary cell on the second floor was unoccupied and was clean and orderly. The floor of this cell needs to be painted. However, a cement floor will be necessary to remedy the condition permanently.

The trustees' section on the second floor was clean, also the beds and bedding.

The hospital room on the same floor was occupied by two men, one serving sentence and another awaiting trial. Both these men expressed satisfaction with the treatment accorded to them, and both said that they felt that their physical condition was satisfactorily improved. The toilets in the small compartment off this room need to be painted.

The juvenile department was clean. The boys awaiting the action of the grand jury and those serving sentence are kept together. This is a violation of Section 92 of the County Law, but cannot be avoided unless more adequate facilities are provided. Divided opinions were expressed by the boys about the food.

The female section was very clean. The beds were nicely made up and clean sheets and pillowcases were very much in evidence.

All parts of the top floor, court section, were clean. The bar work and the partitions need painting. The washbasins and toilets need to be scrubbed and painted to preserve them from deterioration and to improve their appearance.

On the first floor, the two small east wing sections were occupied by trustees and were clean and orderly.

The kitchen, the cooking utensils, and the eating pans were clean.

The refrigerator, located in a room next to the kitchen, is an old, home-made, wooden-type affair and is worthless for an institution of this size. A new refrigerator is needed.

The cooking is done by the prisoners under the supervision of a commissary. The head cook at the time of the inspection said that he had been a soldier and worked at stone-cutting on the outside, but had not followed cooking as a means of making his living. His assistant was an ironworker. The head cook seemed to feel that he was well qualified to act as such and that the men in the court section were not justified in complaining about the food. The food in process of preparation at the time of the inspection was quite satisfactory to the taste and if it is always the same, the few prisoners who did complain were not justified in doing so. However, it is important, as a general principle, that a competent salaried cook be employed.

The following information was given by the commissary:

All prisoners receive three meals daily. The morning meal is as follows: Bread, potatoes, a small piece of meat for the workers, and coffee. For dinner: Meat, potatoes, bread, occasionally onions. Sometimes bean soup and pork are substituted for meat and potatoes. On Friday, for dinner, vegetable soup and one of the following: Chipped beef, bologna frankfurters, or pork. Supper usually consists of bread, potatoes, and coffee.

Stone-breaking is the form of employment used in this county for sentenced prisoners. Since the first of the year the average number of prisoners working daily outside of the jail has been twenty.

On the 1st of April, work was started on the city crusher and since then an average of about twelve men daily have been employed. No work was going on in the quarry on the day of inspection. The number of men working at the city crusher, it was said, could not now be increased advantageously. There is a good possibility of a new plan of employment. If a large permanent county stone-crushing plant were to be set up adjacent to the canal on the west

side of Lockport, much stone could be broken and shipped on barges along the canal to other towns in the county.

Some plan must be devised to employ a larger number of men so as to reduce to a minimum the number of idle men in the jail. The experience of many of the counties in farming, particularly St. Lawrence, should not escape the notice of the authorities, in view of the fact that they now have on their hands an old county farm which can perhaps be made useful. Niagara county must not be content with the method of employing prisoners on the city crusher if the labor of only twelve prisoners can be advantageously used. This number represents, on the average, about one-seventh of the population usually available for employment. The prisoners must be employed at good hard labor, labor that will be of benefit to the community, financially and otherwise, and of moral, physical and perhaps educational benefit to the prisoners.

#### RECOMMENDATIONS.

1. The county authorities are strongly urged to have an addition built onto the jail to afford adequate accommodations for the inmate population. The addition should be sufficiently large to prevent doubling-up in the cells. The plan of cell arrangement now in the jail, that is, with the fronts of the cells facing a dark, central corridor, or a blank wall, should not be repeated. That type of cell arrangement is no longer used in jail construction in this State.
2. If the addition to the jail occupies the land now used as a jail yard, provisions for a jail yard should be made. Opportunity for outdoor daily exercise is an absolute necessity. Even with the present jail yard, it seems that at least once a week, for example, on Saturday afternoon, arrangements could probably be made to use the two guards, employed to watch the prisoners while they are at work, in supervising small numbers of prisoners while they are exercising in the jail yard.
3. It is strongly urged that the present system of employing the sentenced prisoners be more satisfactorily developed. The establishment of a county crusher along the banks of the canal, or the utilization of the old county farm, offers good opportunities.
4. The old iron type of toilet in the cells should be replaced by heavy porcelain toilet bowls, so designed that they can be used without wooden seats. Despite frequent

painting, the present iron bowls can never be made satisfactory from a sanitary standpoint or from that of general appearance.

#### PROGRESS MADE.

1. There is now a daily record kept of the number of prisoners employed and an itemized account of the population with respect to the nature of detention of the prisoners.
2. New blankets have been distributed, also new eating pans.
3. Recent information from the sheriff is to the effect that he uses the jail yard for United States prisoners, women and boys, but as yet does not use it for the adult male grand jury prisoners and some of the prisoners serving sentence. In our inspection reports we have urged the use of the jail yard for the outdoor exercising of the inmates of the jail.
4. The bar work and partitions and cells throughout the jail have all been repainted, excepting the top floor in the north wing, which was in very good condition. The need of painting for the iron work was pointed out in our inspection reports.

#### ONEIDA COUNTY JAIL, ROME.

INSPECTED APRIL 26, 1915, BY E. R. CASS.

There are two jails in this county. The sheriff of the county makes his headquarters at the Utica jail. The Rome jail is in charge of the under-sheriff, W. B. Williams, assisted by a jailer, a matron and a paid male cook.

In previous reports the physical plan of this jail has been criticised. The Rome jail is antiquated, because of its stone cellblock with its vault-like type of cell, devoid of reasonable light and adequate ventilation. The lack of toilet accommodations in the cells and the inadequate number of cells make it necessary frequently to place two or three prisoners in each cell, and also make it impossible at times to satisfactorily comply with Section 92 of the County Law relative to the separation and classification of the prisoners. The serious condition that might present itself in the event of fire because of the frail, wooden stairway, which is the only means of exit from the upper parts of the jail, has also been pointed out in our previous reports.

The condition of cleanliness and order at the time of this inspection was satisfactory. The prisoners were not properly classified with

respect to age, as the law required, due rather to the fact that the under-sheriff in charge was not aware of such requirements than to any indifference.

The prisoners were satisfied with the food and with the treatment they received. However, they receive only two meals a day. Three meals should be given; that is, one substantial meal each day and two light ones.

It was stated that the jail yard is now used practically every day for one-hour exercise periods. This is commendable.

#### RECOMMENDATIONS.

1. Oneida county should construct a jail sufficiently large to care for the population sent to both Rome and Utica jails. The new jail should be built midway between Rome and Utica on or near the State road. In conjunction with a new jail, there should be a jail farm which will provide a means of employment for the prisoners.

To improve the conditions in the present jail until more satisfactory jail accommodations are afforded, the following recommendations are made:

2. The toilets on the first and second floors should be repaired.
3. Bathing facilities similar to those in the Utica jail should be installed.
4. New mattresses should be distributed.
5. The cell buckets should be aired daily in the jail yard.
6. Section 92 of the County Law should be observed so far as the physical equipment of the jail will permit.

#### PROGRESS MADE.

The jail yard is now used to give the prisoners outdoor exercise. This does much to relieve the unnecessary amount of hardship imposed upon prisoners, especially those awaiting the action of the grand jury.

#### ONEIDA COUNTY JAIL, UTICA.

INSPECTED APRIL 27 AND AUGUST 7, 1915, BY E. R. CASS.

The sheriff of the county is Harry J. Moss, assisted by jailer, an assistant jailer, a matron and a cook.

In reports submitted to the Board of Supervisors subsequent to previous inspections made by this Association, the objectionable features of this jail have been repeatedly criticised. The following is a summary of the criticisms:

1. Insufficient number of cells, making it necessary practically all the time to place two prisoners in a cell and in one section of the jail as many as three or four. Even then, prisoners sleep on the stone floor of the corridor.
2. The stone walls of cells, with its lack of sufficient natural light, its unsatisfactory ventilation and lack of toilet facilities in each cell, necessitating the use of iron buckets.
3. The insufficient number of cells in the different sections makes it difficult, and frequently impossible, for the management to comply satisfactorily with the requirements of Section 92 of the County Law.
4. The frail, wooden stairway leading to the female section, presenting a very serious condition in the event of fire.
5. The close proximity of the female section to two rooms on the same floor occupied by male prisoners. In a letter dated December 30, 1914, which was sent to the clerk of the Board of Supervisors, the close proximity of the rooms mentioned above was pointed out by the Prison Association, and it was also stated that it would be quite easy for female and male prisoners to associate. Information received from the clerk of the Board of Supervisors of the county is to the effect that this letter was not received by him and therefore not presented for the consideration of the members of the Board. However, the letter was not returned to the office of the Prison Association, as it should have been if not delivered, because it was sent in an envelope bearing the address of the Association. The present sheriff, who went into office January 1st of this year, was not made cognizant of the conditions pointed out in the letter until the time of the inspection of April 27th of this year, when an inspector of the Association asked him if he had not been advised by the Board of Supervisors to exercise special care with respect to the female prisoners. If the sheriff had been warned at the time he came into office, much of the alleged misconduct on the part of jail officials and prisoners in the jail toward female prisoners could perhaps have been avoided. At the time of the inspection of April 27th the inspector suggested to the sheriff that the male prisoners be moved to the floor below and detained in a room used for storing sundry articles. At the time of the inspection of August 7th it was found that the sheriff had made changes in accordance with the suggestions made, thus increasing to a slight extent the distance between the male and female sections.
6. The lack of opportunity for outdoor exercise in the jail yard.
7. The absence of adequate laundry equipment.
8. The absence of a padded cell.
9. The absence of a sufficient and satisfactory supply of bedding.
10. The absence of proper and satisfactory hospital accommodations.

The above undesirable features remain unchanged.

At the time of both inspections all parts of the jail were satisfactorily clean. Of course the cleanliness of the mattresses and bedding in the sections reserved for the prisoners serving sentence was not up to a satisfactory standard if compared with other jails where entirely different conditions prevail, but the character of the prisoners and the congested manner in which they are confined make it impossible to bring the cleanliness of the bedding up to the usual standard found in other jails. In this particular section there are accommodations for about thirty prisoners and it is not uncommon to find sixty and seventy there. Disinfectants are used in this section three times a week. It would be well to use them every day.

On the first inspection of this year, the law relative to the classification and separation of the prisoners was not well complied with. This was due principally to the inadequate facilities and in part also to the jailer's lack of knowledge as to the law.

On the first inspection the prisoners were receiving two meals a day. Prisoners serving sentence asked to have coffee served to them, especially in the morning, and some substitute for oatmeal. Breakfast at 7 a. m. consisted, on Monday morning, of bread, oatmeal, milk and tea, on Tuesday morning, of meat stew and one-half loaf of bread. Occasionally, in the morning, beans were given instead of meat stew. The noonday meal should consist of a stew, or some vegetable, potatoes with meat balls, or some beef and vegetables, or tea and coffee and bread. The evening meal should consist of bread and syrup, tea or coffee, or milk and bread, or hominy and syrup, tea or coffee.

On the second inspection of August 7th, one of the prisoners in the tramp section emphatically complained about the food served in the prisons. The inspector, together with the sheriff, made this a point of special investigation. All the prisoners in the tramp section were assembled in a group and questioned individually and collectively about the food. It was found that the men should have received coffee at breakfast-time on Tuesday, at the evening meal on Thursday and at breakfast Friday, but did not. The sheriff expressed surprise at this, and emphatically and strenuously ordered the cook to serve coffee to the prisoners at each meal. With the exception of about six men in this section, all the prisoners expressed satisfaction with the treatment and food.

#### RECOMMENDATIONS.

1. Oneida county should discontinue the use of two inadequate non-fireproof type of jails in the county and construct, midway between Rome and Utica, a large jail which will provide healthful living quarters and adequate accommodations for the large number of prisoners.
2. When a site for a new jail is selected, the methods of employment for the prisoners should be settled. Farm land is highly desirable and it has been shown in other counties that prisoners can be successfully employed.
3. All prisoners should receive three meals a day. This be the practice in practically every county of the State.

## PROGRESS MADE.

1. In accordance with recommendations made in our previous report the close proximity of the male and female quarters in one part of the jail has been changed. In previous reports, and in a special letter to the clerk of the Board of Supervisors, the unsatisfactory supervision and the possibility for commingling of male and female prisoners was pointed out. At the time of the last two inspections there was every evidence that close and satisfactory supervision was exercised.

2. Also, in accordance with recommendations made in our previous reports, changes have been made in the dietary.

3. The sheriff has removed all of the male officers of the jail as a result of a presentment handed down by the county grand jury, alleging misconduct on the part of those subsequently discharged.

## BRANCH OF THE ONONDAGA COUNTY JAIL AT SYRACUSE.

INSPECTED JUNE 23, 1915, BY E. R. CASS.

This part of the county jail is within a block of the county court-house and is used only as a temporary place of detention for prisoners awaiting the immediate action of the grand jury, or awaiting sentence or further investigation of their cases. Prisoners serving sentence are not confined in this jail but at Jamesville.

The jail is under the supervision of a jailer, John Sleet, living in the jail building and directly responsible to the sheriff of the county.

All parts of the jail were clean and orderly.

The prisoners spoke well of their food and treatment.

The law relating to classification and separation of prisoners was observed.

The general plan of the jail is very satisfactory for brief detention, but, nevertheless, particularly during the summer months, because the cells are directly above the engine-room, the heat makes it very uncomfortable for the prisoners.

There is only one bathtub available in the front part of the lower floor for both male and female prisoners, causing much inconvenience.

## RECOMMENDATIONS.

1. Sheets and pillowcases should be provided not only for prisoners in the grand jury section but also for those serving sentence.

2. More adequate bathing facilities should be provided.

3. There should be an additional grand jury session. In Tompkins county, for instance, where there are only two sessions of the grand jury a year, a third session is held in June if the population of the jail justifies it.

## ONTARIO COUNTY JAIL, CANANDAIGUA.

INSPECTED APRIL 22, 1915, BY E. R. CASS.

The sheriff of the county is R. M. Lee, assisted by a jailer and a matron.

The cells and corridors on the first and second floors were clean. The female department was also clean and orderly and the supply of clean sheets and pillowcases on the beds was satisfactory.

A small section on the top floor is now being transformed into a small dormitory for trustees. The similar section on the lower floor now used for trustees will be used for boys serving sentence. This will relieve the congestion in the jail and afford a better opportunity for observing Section 92 of the County Law.

A serious defect of the type of construction on the first and second floors of the jail proper is the cage plan, making a dark central corridor. For grand jury prisoners especially, it is a hardship to spend much time in this corridor without outdoor exercise.

The kitchen and its equipment were clean.

The prisoners had no complaints to offer about their food or their treatment.

Stone-breaking as the means of employing the prisoners continues. In the previous report of this Association it was shown that this industry represents a big financial loss to the county each year. At the time of the inspection, sixteen men were working in the stone-shed, one man wheeling coal, four men assigned to work in the jail, one man in the barn and one man caring for the garden. It is not advisable to discontinue the stone-breaking work until another form of employment is established. The question for Ontario county is whether it is not possible, with proper supervision and cooperation, to employ the prisoners to greater advantage to the county financially, and in general to the prisoners. In the previous report it was shown that a considerable amount of highway work is available. The success of other counties, for instance, Onondaga, Franklin, and Tioga, in this line of work, should serve as an example.



The county authorities should consider again the plan of highway work submitted in our previous report. The experience of Tioga and St. Lawrence counties with jail farms is well worthy of notice.

#### RECOMMENDATIONS.

1. The supervisors should appoint a committee to develop the present form of employment. A situation in which a deficit representing thousands of dollars is involved surely should receive serious consideration.
2. The interior of the jail should be painted a light color.
3. The present laundry facilities should be increased.
4. A fumigating apparatus should be installed for disinfecting the prisoners' clothing which they lay aside on their admission.

#### PROGRESS MADE.

1. The transformation of a section of the third floor into a trustees' section will now make it possible to observe more satisfactorily the laws relative to the classification of the prisoners. An improvement of this kind has been suggested in previous reports of this Association.

2. Shower-baths have been installed to take the place of the old iron tubs. The need for this improvement has been brought to the attention of the authorities in previous reports.

#### ORANGE COUNTY JAIL, GOSHEN.

INSPECTED APRIL 7, 1915, BY E. R. CASS.

There are two jails in this county, at Goshen and Newburgh. The sheriff, William F. Sayer, makes his headquarters at Goshen. The staff consists of an under-sheriff, two jailers and a matron.

The corridors, the cells, the beds, and the toilets on the first and second floors of the jail were clean.

The classification and segregation of the prisoners was in accordance with law with one exception. In one of the sections on the east side, second floor, there were three prisoners confined, one a civil prisoner, one awaiting trial and the third serving sentence. It was explained that the prisoner serving sentence was on the verge of "delirium tremens" and that the management considered it advisable to place two other prisoners with him to prevent him from doing himself bodily harm.

The cellar of the jail was not clean. The rubbish from the barrels should be emptied more frequently and the floor and stairway should be more carefully swept.

As pointed out in previous reports, the iron bar work of the jail, including the interior of the cells, badly needs repainting. In the absence of paint, the steel structure deteriorates and the general appearance is entirely unsatisfactory.

The fans installed in the attic above the utility corridors to draw out the foul air should be operated.

In our previous reports the need of adequate laundry equipment was brought to the attention of the authorities. Nothing has been done to improve the unsatisfactory condition. The laundry work is still done with much difficulty.

The kitchen was clean. Recently, new eating pans were purchased. Nevertheless, the pans were badly dented and chipped. While agateware eating utensils are satisfactory until they begin to chip, after that, even with the greatest of care, it is difficult to keep them free from dirt and rust.

The prisoners were satisfied with the food and the treatment received.

The means of employment provided for the prisoners is stone-breaking, under the supervision of a superintendent, who is not responsible to the sheriff but to the committee appointed by the Board of Supervisors. In other words, the stoneshed is conducted entirely independently of the sheriff's office. In the supervisor's report it is treated as a separate institution. The superintendent receives a salary of \$900 a year. He is also village clerk, but he stated that the duties of that office do not conflict with his duties at the "workhouse" (i. e., stoneshed). No information from others could be gathered to confirm this opinion. Financially, the stoneshed is a burden to the county because no satisfactory disposition of the cracked stone can be arranged for. It was stated that the cracked stone is no longer in demand in the construction of highways in the vicinity of the jail. Aside from being a financial loss, this form of employment does not fulfill its purpose. Out of an average population of twenty men serving sentence, usually only eight or ten are employed.

The statements embodied in the County Supervisors' report for the following years show the deficit charged against the workhouse:

For the year 1912.....	\$503 61
" " " 1913.....	877 74
" " " 1914.....	749 90

From the superintendent's report, the following figures were taken for the fiscal year 1914; from January to December inclusive:

Amount expended for stone at \$1 per load.....	\$112 37
" " " " tools, coal, lumber, hardware, etc.....	43 58
Salary of superintendent.....	900 00
	<hr/>
	\$1,055 95
Value of cracked stone, tools, etc., on hand January 1, 1914.....	\$172 91
Stone sold during the year, usually at \$1.25 per cubic yard.....	92 37
For the labor of the prisoners on the county farm.....	6 25
	<hr/>
	\$278 53

By the method indicated above, if used to determine the cost of operating the stoneshed, there is a slight difference in the amount of deficit. Although the operation of the stoneshed is a financial loss to the county, its discontinuance, until something better is arranged for, is highly undesirable. While stone-breaking is a crude, uneducative and monotonous kind of work, it is better than the demoralizing idleness which exists in the daily routine of the county jail in the absence of any kind of employment. The county authorities should make use of their power, under Section 93 of the County Law, to establish a more desirable and more profitable form of employment for the prisoners. The county superintendent and the town superintendent of highways should cooperate with the Board of Supervisors in formulating a plan of employment to utilize the labor of the prisoners on the highways. Section 93 of the County Law authorizes the Board of Supervisors to employ the sentenced inmates of the jail "in building and repairing penal institutions of the county and in building and repairing the highways, in their respective counties, or in preparing the material for such highways for sale and for the use of such counties, or towns, villages and cities therein."

Section 70 of the State Highway Law permits the Board of Supervisors to obtain the cooperation of the town superintendents of highways in organizing a system to employ the jail inmates on the highways. Satisfactory results were obtained in Franklin county and also in Onondaga county by the utilization of the labor of the prisoners on the highways. The employment of inmates of the State prisons on the highways represents the utilization of convict labor under different circumstances; still it shows that work of this nature can be made a success. The consensus of opinion of the highway commissioners and the county superintendents of highways is that the employment of the inmate labor of the jails will

not deprive free labor of the opportunity for work. The highway needs in the counties are so extensive that it will take considerable money and much time to make any satisfactory impression. It is possible for highway work to be carried on with the use of free and inmate labor without any disadvantage to the free men. It is not fair to the hard-working man who conducts himself in such a way as not to get into the clutches of the law, and also to the taxpayer who acts likewise, to find it necessary to support individuals, who, because of various reasons, get into jail. Furthermore, idleness is a detriment to persons confined in the jails and ultimately reacts in many cases seriously on the people of the community.

Another suggestion for the further employment of the inmates of the jail is the use of their labor on the county poorhouse farm. Much can be done by prisoners on the farm and in repair and construction work. This plan is successfully carried out in Tioga county. Arrangements can possibly be made for the detention of the prisoners on the county farm. This can be done, especially with men who have families, or who are natives of the county, so that if they escape it will not be difficult to apprehend them. Prisoners, if they are to be detained at the county farm, should be kept in separate quarters, some distance from the buildings in which the poorhouse population is lodged. This separation should also be strictly maintained when the prisoners are at work. The free commingling of the poorhouse population and the prisoners should under no circumstances be permitted. If arrangements cannot be made to keep some of the prisoners on the farm, transportation by wagon, or auto bus, can probably be arranged. Considering the amount of money invested annually by the county for the operation of the stoneyard, with a large deficit each year, it seems that this money should be used for a period in experimenting with jail labor on the county farm, without incurring a deficit greater than that which has been incurred annually during the past years.

#### RECOMMENDATIONS.

1. The county should appoint a special committee to take up the matter of establishing a more profitable form of employment of the jail prisoners.
2. A more adequate outfit of laundry machinery should be installed.
3. The bar work of the jail should be repainted with a color similar to the one now in use.
4. The electric fans in the attic should be operated at least once each day for about one-half hour.

5. Aluminum or crockery eating pans should be substituted for agate, enamel or tinware when the next purchase is made.

#### ORANGE COUNTY JAIL, NEWBURGH.

INSPECTED MARCH 8, 1915, BY E. R. CASS.

There are two jails in this county, the principal one being at Goshen, where the sheriff of the county makes his headquarters. The deputy sheriff in charge of the Newburgh jail is I. B. Lozier.

In one of the cells on the top tier, south wing, a very offensive odor came from the toilet. The floor of the second tier, north wing, was being swept during the time of the inspection. The rubbish can on the first tier, south side, had not been emptied on the day of inspection. There was no fire-hose in the rack on the top tier, north side. The iron work is very much in need of paint, a matter brought to the attention of the Board in previous reports. Painting not only improves the appearance but also preserves the iron and thereby ultimately saves money for the county. It was said that the iron work had not been painted for four years.

Khaki suits are gradually being substituted for the striped suits formerly worn by all the prisoners. New cups and eating pans are in use. For dinner on the day of inspection the prisoners had bean soup, bread and coffee. They receive three meals a day. Each prisoner is allowed one-third of a loaf of bread daily. Bread is stored in a tin can in the basement.

The general cleanliness of all parts of the jail was satisfactory and showed an improvement over the condition found at the time of previous inspections.

#### RECOMMENDATIONS.

1. The county authorities should authorize the purchase of paint. So far as possible the labor of the inmates of the jail should be utilized in doing the painting. This saves money.
2. A fence at least 8 ft. high should be built at a distance of at least 10 ft. from the west outside wall of the jail to prevent communication between the prisoners and their friends on the outside.
3. A laundry apparatus should be installed so that washing can be carried on in the jail, and inmate labor utilized.

This will in the beginning necessitate an outlay of money which will perhaps seem too large, but ultimately that amount of money will be saved by not paying a laundry bill every week.

#### PROGRESS MADE.

1. A decided improvement was noted in the general cleanliness of all parts of the jail.

#### ORLEANS COUNTY JAIL, ALBION.

INSPECTED APRIL 19, 1915, BY E. R. CASS.

The sheriff of the county is C. M. Bartlett. He is assisted in the jail by an under-sheriff and a jailer.

All parts of the jail were clean. The unsanitary toilet conditions have been removed by readjusting the sewer pipe lines, installing additional pipe lines, and by placing an enamel covering in the base of the toilet niches. There is also a separate draught pipe for the ventilation of each niche leading to the top of the utility corridor, and an electric fan has been installed, which, when in operation, draws the foul air out of the corridor. This fan also keeps the corridor free from dampness.

The wooden stairway leading to the three floors of the jail has been painted. At the foot of the stairway in the basement, a door has been constructed. The air shaft, around which the stairway leading to the different floors is constructed, still remains unchanged. The wooden stairway and this air-shaft arrangement present a serious combination.

The walls of the tramp-room and the corridors of the basement have been repainted.

#### RECOMMENDATION.

It is strongly urged that steps be taken so as to render more fireproof the stairway leading to the different floors of the jail. Unfortunately, serious conditions of this kind are usually realized and appreciated only after some disaster.

#### PROGRESS MADE.

In previous reports of this Association, it was urged that the unsatisfactory condition of the plumbing and toilet equipment be speedily remedied. This has been done.

## OSWEGO COUNTY JAIL, OSWEGO.

INSPECTED JUNE 21, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, W. L. Buck. He is assisted in the jail by a turnkey and a utility man. The jail farm superintendent is also included in the sheriff's staff.

Because of its location and the general physical plan and equipment, this jail is perhaps the best in the State. At the time of the inspection the cleanliness and order was highly satisfactory. The prisoners were satisfied with the treatment.

The idleness among the prisoners serving sentence is still a serious matter. The jail farm is now under the direct supervision of the sheriff and it is apparently being operated to better advantage than previously. It was reported that out of ninety-four acres about eighty are suitable for cultivation. The portion of the farm under cultivation was divided as follows:

12	acres of oats.
6	" " field corn.
10	" " silo corn.
"	" " onions.
1 1/2	" " beets for cows.
1 1/2	" " cabbage.
2	" " potato.
1 1/2	" " tomato plants.
1 1/2	" " carrots and beets.

The remaining thirty-six acres are used for pasture land.

The live stock on the farm consists of the following:

6	hogs (ready for killing).
30	young pigs.
3	brood sows.
11	cows, all of which are giving milk.

The products of the farm are sold to the sheriff and others.

In March, 1915, the milk sold amounted to . . . . .	\$48 76
In March, 1915, calves sold amounted to . . . . .	27 40
In April, 1915, milk sold amounted to . . . . .	41 45
In April, 1915, veal calves sold amounted to . . . . .	57 25
In May, 1915, bull sold for . . . . .	35 00
In May, 1915, milk sold amounted to . . . . .	70 79
In May, 1915, veal calves sold amounted to . . . . .	45 58
In June, 1915, to date of inspection, milk sold amounted to . . . . .	123 35

The farm work was further advanced at the time of inspection than at a similar date last year. There are about ten more acres under cultivation. A new milk house is being constructed by inmate labor. A pipe line has been laid through the pasture land for a watering place for the cattle. The average number of men

employed daily varies from 6 to 8. It is planned to increase this number to 10 as the season advances. There should be more men employed, by decreasing the number of acres of pasture land and planting more vegetables. The farm should be made self-supporting. This has been demonstrated in St. Lawrence county.

There should be an increase in the amount of work for those serving sentence. The Board of Supervisors will have to establish some means of employment besides the jail farm, particularly for the late fall and winter months. The plan of opening a quarry somewhere near the jail should be considered—a form of employment in Niagara county. Quarry work can be correlated with highway work. This is done in Onondaga county on a large scale. The experiments in Franklin and Warren counties of working prisoners on the highways should be of interest to the authorities of Oswego county. Erie county recently had special legislation enacted to enable the employment of inmates of Erie County Penitentiary on the highways.

It is argued that the utilization of inmate labor is detrimental to free labor. It has been stated by a representative of the American Federation of Labor that labor organizations do not object to the use of convict labor on the highways, and that they further believe that the convicted men should work, but under favorable circumstances. They should be treated humanely and not solely as money-making units, and the product of their labor should not be brought in direct and unfair competition with the product of free labor. The county authorities should consider the appropriation of a certain amount each year for convict labor on highways, and at the same time provide freely for the utilization of free labor at similar work. However, convict labor and free labor should not be worked together. The prisoners could be used to do the rough work, such as preparing the stone and laying the sub-bases on roads near the jail. There is much work of this kind in the towns of Oswego, Scriba and Richland. It is within the jurisdiction of the Board of Supervisors, under Section 93 of the County Law, and Section 70 of the State Highway Law, to do this. The obligations of the Board of Supervisors do not cease after a satisfactory jail has been built. It is important for them to consider always the welfare of the community. While the prisoner is in jail the community is protected but the reaction of jail under abnormal conditions—that is, idleness, promiscuous associations, etc.—is many times more harmful to the community. In other words in dealing with the inmates of correctional institutions, the chief element in the treatment should be reformation, if it is possible.

A man will not reform if the chief factor of his daily routine while in jail is idleness. Idleness leads to mental and physical deterioration, and therefore the interests of the community and of the prisoners are not best served. From an economic standpoint it is unfair that the free taxpayer and law-abiding citizen should be compelled to support those who have broken the laws of the community. The jail system should not encourage an unprincipled man to seek commitment to the jail for some minor offense and thereby become a public expense.

#### RECOMMENDATIONS.

1. A committee should confer with the county and town highway superintendents in order to utilize the jail labor on the village highways and to establish a county quarry. Idleness in the jail should be abolished.

2. The present plan of allowing \$2 per capita per week for board should be abolished and the system used in practically all of the other counties established. The necessary food supplies should be purchased by a committee appointed by the Board or by the sheriff, and the bills should be submitted to the County Board of Supervisors at frequent intervals for payment.

3. The jail farm activities should be further developed so that the number of prisoners employed can be increased.

4. Heavy wire-steel mesh screens should be placed on the bar work of the basement windows to make it impossible to pass contraband articles into the jail.

5. There is a jail yard in the rear of the jail. This was built for exercising the prisoners in the open. The prisoners, especially those awaiting the action of the grand jury, should be exercised regularly daily, or at least three times a week. In our State prisons, where men are committed for serious crimes, they are given opportunity for outdoor exercise.

#### PROGRESS MADE.

1. The farm is now under the direct management of the sheriff. In our previous report the plan to lease the farm to the sheriff for a per annum consideration was pointed out as unconstitutional and the plan of direct management by the sheriff recommended. During the past year the average number of prisoners employed on the farm daily has been approximately 12. This is in excess of the average number employed daily last year.

2. The iron work of the jail is being repainted with aluminum paint.

3. Heavy wire screen mesh has been placed on the basement windows. This prevents to some extent communication between prisoners and persons on the outside. A recommendation to this effect was made in our inspection reports.

#### OSWEGO COUNTY JAIL, PULASKI.

INSPECTED JUNE 21, 1915, BY E. R. CASS.

The sheriff of the county is W. L. Buck who makes his headquarters at the county jail in Oswego, there being two jails in this county. The Pulaski jail is under the supervision of the undersheriff, S. W. Holmes, who is directly responsible to the sheriff of the county. The jail in Oswego is, perhaps, from a physical standpoint, the best in the State, and the one at Pulaski is physically among the worst in the State. There is no apparent reason for maintaining two jails in this county.

At the time of inspection the total population numbered twenty-two, all serving sentence. The Pulaski jail is a small, dark, non-fireproof, poorly ventilated, one-floor affair, located in the courthouse building. There are a series of rooms, three on one side and one on the other, separated by a central corridor.

At the time of the inspection, in one room on the west side, almost totally dark, there were three men asleep in hammocks. The floor was littered with paper and the air was vile-smelling. In the center room, on the same side, there were three hammocks and in the south end room four hammocks. In the room known as the washroom and sitting-room on the southeast end there are no beds, but four men sleep at night on the floor, and on the floor of the central corridor five men sleep. A trusty occupies the room reserved for females, and one man sleeps in the barn and another in the basement. The hammocks in the rooms are provided with blankets, the general appearance of which was not satisfactory.

The population of twenty-two is something unusual; to keep so many men in such a poorly equipped and unsanitary jail is exceptionally unsanitary and improper.

The population in the jail was divided, with respect to the length of sentence, as follows:

2 for 5 days	2 for 30 days
5 for 10 days	1 for 45 days
3 for 12 days	1 for 90 days
8 for 15 days	

To compel a man to live for ten days in such an atmosphere, not considering for the present the fifteen, thirty, forty-five and ninety day men, is grossly unjust. There is no satisfactory opportunity for sunlight, fresh air, and there is a decidedly inadequate amount of floor space for even indoor exercise. This jail should be abolished, but, until then, prisoners who are to be detained for more than five days should be sent to the excellent jail at Oswego.

The prisoners were a sad-looking group. Some very scantily clad, nearly all of them in their bare feet; there was no attempt on their part to comb their hair or make themselves in any way presentable. Prisoners should be compelled to conduct and carry themselves within the bounds of decency as long as they are under the jurisdiction of the law. They complained of an inadequate supply of towels. There were only two towels available for all of these men. This was brought to the attention of the under-sheriff who said that he would see that the supply was increased. It was also explained by him that due to a recent illness he has not been able to give as much attention to his duties as he usually does:

One of the prisoners made a statement that the under-sheriff permitted a prisoner to go outside and work on buildings while serving sentence, and by the same prisoner it was also stated that another prisoner drove a coal wagon belonging to the under-sheriff. Other prisoners were questioned but only one was willing to talk. The prisoner who made the complaint and the other prisoner were taken into the sheriff's office and closely questioned. The man, who, it was stated, was doing work outside of the jail, was also summoned. After careful study of the jail records and a thorough questioning of those concerned, the inspector decided that the prisoner was not accurately informed as to the circumstances. However, the under-sheriff acted injudiciously in two ways; first, in permitting a discharged prisoner to occupy a bed in the cellar of the jail for perhaps too long a period of time. However, his intentions were decidedly good. Secondly, he permitted this man to carry a key to the door of the jail on the south end while going into the jail proper to bathe. These were not serious actions but should be guarded against in the future.

It was stated that some of the members of the Board of Supervisors are planning to enlarge the jail so as to put additional windows on the east side. They further plan to rearrange the cell construction.

The plan of paying \$2 per week per capita for the board of the prisoners is also in operation in this jail. This is, in part, a survival

of the old fee system which carried with it many abuses. The system is bad and opens the way for possible abuse. Out of over sixty counties, thirty-three in the year 1913 boarded their prisoners for less than \$2 per week. The system in operation in other counties is as follows: The sheriff, or a committee, purchases the necessary food supplies and submits the bills to the Board of Supervisors for payment. This system does not arouse suspicion and satisfies the public mind.

#### RECOMMENDATION.

It is most urgently recommended that the Pulaski jail be discontinued.

#### PROGRESS MADE.

1. Since the ending of our fiscal year, information obtained through the press is to the effect that the Board of Supervisors of Oswego county, on December 7, 1915, unanimously voted to abandon the Pulaski jail. Since the first inspection of the Pulaski jail made by the Prison Association, we have strongly recommended its discontinuance.

#### OTSEGO COUNTY JAIL, COOPERSTOWN.

INSPECTED APRIL 27, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, O. J. Brown, assisted by a jailer and a matron. The sheriff of this county is compensated by fees. He receives 43 cents per day for the board of each prisoner, and 75 cents for each arrest which he makes, together with 10 cents for each mile traveled in bringing the prisoner to the jail.

All parts of the jail were clean.

The prisoners had no complaints regarding food or treatment.

The major part of the population was confined in the section on the west side of the lower floor. This necessitated doubling-up in some of the cells, which is bad. It was explained that the unoccupied sections had just received a thorough cleaning and that it was intended shortly to transfer some of the prisoners into these parts.

In some of the cells the prisoners have pasted various kinds of pictures on the walls. This practice is undesirable and should be restricted. In any event, a stricter censorship should be exercised.

While the usual number of prisoners serving sentence hardly justifies the establishment of some permanent form of employment,

such as highway work, or a county farm, the Board of Supervisors should exercise their powers, under Section 93 of the County Law, to abolish the idleness which exists even among the small number of prisoners in the jail.

The experience of Tioga county should be considered. There is a three-fold plan of employment in Tioga county, on the town highways, at stone-breaking and on the county poorhouse farm. This plan has been in operation for some years. On the county poorhouse farm the men do good work, and also at various times during the year at construction and repair work.

The Otsego county farm is about four miles from the jail. Arrangements might be made whereby the labor of the prisoners could be utilized to advantage on this farm.

#### RECOMMENDATIONS.

1. Otsego county is now one of two counties in the State in which the sheriff is compensated for his duties on the fee basis. The very fact that sixty counties have deemed it advisable to discontinue the system of defraying the cost of the board of the prisoners by a per capita allowance shows that the system has many and serious features. It is not intended in any way to make insinuations relative to the methods of the present incumbent of the sheriff's office in Otsego county, but the system opens the way to much abuse. The system in operation in practically all the other counties should be adopted. It is as follows: The sheriff, or a committee appointed by the Board of Supervisors, is authorized to purchase the necessary food supplies, and the bills are then submitted to a sheriff's committee or to the president of the Board for examination and approval, and are then paid by the county treasurer.

2. A padded cell is a necessity in every jail. A cell of this kind protects the inmate against his own violence and releases the management from unwarranted suspicions of brutality.

3. Doubling-up in cells, together with the lack of an opportunity for outdoor exercise, leads to vice and depravity.

#### PROGRESS MADE.

The interior of the jail has been repainted.

#### PUTNAM COUNTY JAIL, CARMEL.

INSPECTED SEPTEMBER 3, 1915, BY PHILIP KLEIN.

The sheriff is H. R. Winship. He lives at some distance from the jail. The immediate supervision is exercised by the under-sheriff, Charles E. Nichols.

All information at the time of the inspection was supplied either by William J. Corbin, janitor, or by the prisoners. The janitor, who practically acts as jailer, is not deputized. He did not have access to any of the jail records and could give no definite information about many matters because he had no access to the records. This Association has previously pointed out that it is unwise to leave a jail in charge of a man not properly deputized and who does not handle records.

The jail consists of two floors. The first floor contains eleven cells, one padded cell, and one large cell, accommodating four prisoners. On the second floor there are four rooms, accommodating 4, 3, 2 and 2 prisoners respectively. One of these rooms on the second floor is used as the female department when a woman prisoner is detained. Since the last inspection, heavy wire screens have been placed on the outside of the windows of the jail, thus preventing the smuggling in of contraband goods.

The jail was clean. The laundry facilities are fairly adequate for a low census, but when the population increases, the room on the second floor, which is used as a laundry, is occupied by prisoners, and facilities must then be inadequate. A laundry should be located independently of the detention quarters proper. It was stated that blankets are washed once every year but they are disinfected with an antiseptic solution after discharge of the prisoner who used them.

The maintenance of prisoners is conducted on the per capita per week system. Three dollars and fifty cents is paid the sheriff for each prisoner's maintenance per week. It has often been pointed out that this system is faulty and open to abuses. On the day of inspection the prisoners stated that they had had the following bill of fare: Bread and coffee in the morning. The coffee contained milk but no sugar. For dinner, potatoes, beef stew, bread and coffee. Supper, they said, consists of bread and tea, with milk in the tea, but no sugar. The janitor corroborated their statement. There were no serious complaints as to the quality and quantity of the food, except that there was no sugar in the coffee or tea and that there was not a sufficient variety in the food from day to day.

There are four grand jury sessions every year, and four courts held during the same months. Two of these courts are county

courts and two supreme courts. It was stated that men indicted by the grand juries called by one court could not be tried by another court. Consequently, men are often kept at the prison for many months before the final disposition of their cases. Of the four prisoners at the jail on the day of inspection one had been admitted on May 29th and had not yet been indicted, or otherwise disposed of, after three months in jail. This means that a possibly innocent man is imprisoned for three months before his case may at all be considered. Another man had been in the jail for two months. A third had been admitted February 4th, was indicted by the March grand jury, and, according to his statement, since he refused to plead guilty to the court sitting in that month, had to wait for the next session of the same court, that is, six months more, before his case could be tried. If the man is innocent of the crime he is charged with, that is certainly an unjust hardship.

All four prisoners in the jail were partly under discipline at the time of the inspection. According to orders of the sheriff, they are all locked in their cells at 12 o'clock noon and remain there until the next morning. While working in the room on the second floor of the jail used as a laundry, one or all of the prisoners had sawed through a bar in the window and would, if not discovered, have escaped. The prisoners refused to tell who was responsible for the sawing. One of them, therefore, whose time of confinement expired at the end of August, was being further detained, charged with an attempt to break jail.

#### RECOMMENDATIONS.

1. There should always be at the jail a resident deputized officer who would have access to the records.
2. Prisoners stated that letters addressed to them are opened by the sheriff before they reach the prisoners. This is a violation of the postal law. It is recommended that if the sheriff is suspicious of the smuggling in of "dope" or of improper information in letters addressed to the prisoners, he require the opening of such letters by the prisoners in his presence, but he has no right to open them himself unless authorized by the prisoner to do so.
3. Laundry facilities have not yet been improved. A laundry should be installed in some convenient part of the jail but not in the detention quarters proper.
4. The system of paying the under-sheriff \$3.50 per prisoner for board for a week is still maintained. It should

be discontinued. This survival of the old fee system is still open to much abuse. The system adopted by almost all counties of the State provides for the purchase by the sheriff of all materials necessary for the maintenance of the jail, and his presentation of bills incurred to the proper auditing authorities of the county for payment by the county treasurer. This is the only system that has been found satisfactory.

#### PROGRESS MADE.

Wire screens have been placed on the outside windows of the jail to prevent the smuggling in of contraband goods by the prisoners. Recommendation to this effect was made in one of our previous reports.

#### RENSELAER COUNTY JAIL, TROY.

INSPECTED MARCH 6 AND JUNE 9, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, W. P. Powers. The jail staff, now fixed by statute, consists of the following:

- 2 jailers.
- 2 janitors (who act as keepers).
- 2 firemen.
- 1 male cook.
- 1 night watchman.
- 1 matron.
- 2 process servers (one of these is employed in the sheriff's office at the jail, the other supervises the men at work in the workshop).

During the day there are on duty two janitors, two jailers, a matron, one fireman and one cook, and both process servers. At night a watchman, one fireman and one jailer. It was stated that the matron is on duty until the final lockup of the female prisoners at night, about nine o'clock. During the night the watchman must record his visits every twenty minutes to the different divisions on each floor by means of a key and box arrangement on the side wall. The hour and minute of the visit is recorded on a large paper dial set in a clock in the sheriff's main office. An examination of the dials showed that the rounds are made regularly and that the sheriff evidently makes a personal inspection of them every morning.

Although the female prisoners are locked in their cells and there is a curtain in front of each cell, it is necessary for the night watchman



to enter the female section and pass along the corridors in front of the cells. Because there is no matron on duty this man must work under conditions which might at some time make it necessary for him to answer to embarrassing allegations. The character of the night watchman is not hereby questioned in the least but he is open to unnecessary dangers which should be obviated.

Both wings of each floor of the jail were clean.

The cellblock in both wings of the first floor has been painted a cream color with gray trimmings, presenting an appearance far superior to that of the second and third floors. Unfortunately, the sheriff is without funds to continue this necessary work.

Basement, kitchen equipment, laundry, messhall and storeroom were clean. The opening of a messhall in the basement, in which all the prisoners excepting the women take their meals, is a highly satisfactory addition to the jail equipment. It was said that the plan is working well and that the task of keeping the interior of the jail clean is thereby much easier.

A number of prisoners had been victims of the use of narcotics. These prisoners were segregated on one side of the cellblock. It was stated by a guard and by the prisoners that when they first came to the jail they were immediately placed under the observation and care of a physician and were also given a special diet.

There were no complaints as to the food or treatment.

The following number of prisoners were assigned to some kind of work about the jail:

4 painting.	3 corridor men.
3 in the kitchen.	1 janitor for the workshop.
3 in the messhall.	1 waiter for officers' table.
2 in the laundry.	2 working at the looms.
1 sawing wood.	1 yard man.

The number serving sentence was considerably below the usual number. Even with this small population the number of prisoners assigned to work is very small. Deplorable idleness still exists in this jail, as it has for some time.

The looms were a failure under the previous administration and the present sheriff is inclined to have the same opinion. In previous reports of this Association it has been shown that ten looms will not supply a suitable amount of employment for the number of prisoners serving sentence. The industry has been a financial load to the county and in many ways a farce. At the time of the inspection one man was engaged in supervising two men at work. This has been practically the same situation at the time of previous inspections. Not all the looms were then in operation because

some parts were at Clinton Prison for adjustment. At the time of this inspection it was stated that there was an inadequate supply of dyed yarn available. Under Section 93 of the County Law the Board of Supervisors has jurisdiction over the employment of the jail prisoners. Present conditions require their attention. The continuance of the looms, unless some new arrangements can be made, will increase the financial burden which that industry places upon the county.

There are several ways open for the solution of the abnormal and unjust character of the daily routine.

1. Employment of the prisoners on the county poorhouse farm.
2. Installation of an industry that can be made profitable.
3. Highway work.

*Employment of the prisoners on the county poorhouse farm.*—This plan is successfully operated in Tioga county practically all the year round. During the spring, summer and early part of the fall, the prisoners are engaged in farm work and during the winter in general repair and improvement work. Care, however, must be taken to keep the prisoners separated from the inmates of the poorhouse.

*The installation of an industry that can be made profitable.*—Because of recent legislation, arrangements can be made for the manufacturing of articles in the jails which can be distributed to other institutions throughout the State. In other words, there is a possibility of setting up in the jails industries which can be made to help the industries of the State Prison Department. A plan of this kind would have to be worked out with the Prison Department and the Prison Commission.

*Highway work.*—There are many miles of highway in Rensselaer county badly in need of repair and improvement. The natural facilities for undertaking this work are good. In the towns of Sand Lake, Nassau, Stephentown, Petersburg and Brunswick there is much field-stone, as well as old stone walls and many quarries. All of these sources, one or more of which are available in any of the above mentioned towns, will supply sufficient stone to carry on the work. The town of Berlin is practically without improved roads. It would not be well to establish a central quarry because all of the towns are justified in expecting some use of the jail labor. A central quarry would add to the cost of transportation and in some instances make the work too expensive. It will be necessary

in conducting this work to establish camps outside of various towns in which the work is going on. This is being successfully done in Onondaga county. The opinion of officials of the State Highway Commission and various county superintendents of highways is that the criticism that jail labor injures free labor is taken too seriously. A recent conference with the representative of a labor organization affiliated with the American Federation of Labor showed that labor organizations are not hostile to the utilization of convict labor at highway work.

A committee of the Board should be appointed to confer with officials of the Prison Commission, the Prison Department, and the county superintendent of highways, the superintendent of the poorhouse, and the sheriff, to get definite action.

#### RECOMMENDATIONS.

1. A special appropriation should be allowed to the sheriff so that he can continue the work of painting the steel work of the second and third floors. Members of the Board should visit the jail and see what a great difference there is between the parts of the first floor that have been painted and those on the second and third floors that have not.

2. There should be a regular system for exercise in the jail yard. There is sufficient help attached to the jail staff to make it possible to allow certain days for the different members of the population. Some of the prisoners are now granted permission to exercise in the yard. The yard was built for this purpose and should be used for all.

3. Heavy steel-wire screens should be placed on the windows in the basement to prevent the passing of contraband articles into the jail.

4. The night watchman should not have to enter the female department. The present matron's hours should be changed or a night matron engaged.

#### PROGRESS MADE.

1. The jail staff is now fixed by statute.  
2. The cement flooring on the second and third floors has been repaired. The need for this was pointed out in a previous report.

3. The attic sections in the north and south wings have been cleaned. This was also recommended in a previous report.

4. The messhall in the basement is completed.
5. The bedding, after being sufficiently aired, is now folded and placed at one end of the bed. Suggestions to this effect were made in a previous report.
6. Prisoners now receive three meals a day. This was urged in previous reports.
7. Both sections of the first floor have been painted.
8. Heavy steel-wire mesh screens have been placed on the bar work of the windows in the basement, thus preventing the passing of contraband articles in to the prisoners. A recommendation to this effect was made in one of our reports.

#### RICHMOND COUNTY JAIL, RICHMOND.

INSPECTED JULY 29, 1915, BY E. R. CASS.

Although in the city of New York, this jail is not included with the institutions under the jurisdiction of the New York City Department of Correction.

The sheriff of the county is Joseph F. O'Grady. He is assisted in the jail by a staff, consisting of a warden, assistant warden, two matrons, and a male cook.

The daily population since the first of the year has been forty-five, of which number about seventy-five per cent are usually serving sentence. Not infrequently prisoners must serve a sentence of from six to twelve months. Because of the lack of proper facilities, these prisoners must be kept constantly within the close confines of the jail and in practically complete idleness. It would be better to transfer these prisoners to the Workhouse or the Penitentiary on Blackwell's Island.

A highly satisfactory condition of cleanliness in every detail prevailed in all sections occupied by male prisoners, and similarly in the female quarters. A week prior to the inspection the scrubbing of the iron work of the jail was completed. This is done four times a year and greatly improves the general appearance. Clean sheets and pillowcases were very much in evidence.

The law relative to the separation and classification of prisoners was strictly observed and the prisoners expressed satisfaction with the food and the treatment accorded to them by the warden and his assistants.

In previous reports the unsatisfactory condition of the iron work surrounding the top of the toilet bowls has been pointed out, also

of the enameled oval-shaped tops of the bowls in the niches of the cells. The condition of the toilets is not only unsightly but dangerously unsanitary. To postpone the necessary outlay of money to improve the iron work is false economy. The rust is gradually destroying the base of the niches and also the iron partitions surrounding the niche. Unless checked very soon, much money will be needed to install a new toilet outfit and also new parts of the cell partition. Other countries have experienced the folly of neglecting what at first seemed a very small detail.

The need of a jail wall to enclose the yard space surrounding the jail has been strongly pointed out in previous reports. It is wholly unfair to compel men awaiting the action of the grand jury, or serving sentence, to spend long periods of time within the very small corridors of the jail. Such confinement jeopardizes the health of the prisoners and is conducive to mental, physical and moral deterioration. Making it mandatory for prisoners to spend much time under such abnormal circumstances very often develops criminal desires in the minds of the young and inexperienced. Thus the reaction of such a period of incarceration is harmful to the community in general. The lack of opportunity for exercise and the almost complete state of idleness are the two chief abnormal factors in the daily routine of jail life. In the past, money has been appropriated to construct a walled jail yard in which the prisoners could be regularly exercised. However, the wall has not been built and the unnatural life within the jail continues. Therefore, to provide proper and necessary facilities to deal with prisoners humanely and intelligently, money should again be appropriated to build the wall. The labor of the inmates should be utilized as much as possible.

The state of idleness existing in the jail is not only a tremendous handicap to the possible reformation of many of the persons confined in the jail year after year but it is also unfair to the law-abiding citizens of the community. Under the present system, drunkards and petty offenders are sentenced to the jail and become public charges without having to make the slightest effort toward maintaining themselves. Section 93 of the County Law authorizes the county officials to establish employment for the inmates of the jail. In Richmond county the employment of the prisoners on the highways, or on a farm adjacent to the jail, seems most practicable.

#### RECOMMENDATIONS.

1. The necessary funds should be provided for the construction of a wall around the jail.

2. If the jail is to be used as a place for the detention of prisoners serving sentence of more than fifteen or thirty days, the activities pursued in many other counties with respect to labor should be followed in Richmond county.

3. Funds should be provided to repair the base of the toilet niches in the cells.

4. Screens should be provided for the windows in the basement to prevent the smuggling in of contraband goods to the jail.

5. When the jail population justifies it, a grand jury session should be held between the months of June and October to break up the long intervening periods of time. It is inhuman to hold prisoners in such close confinement who have been convicted, but the situation is aggravated in the case of persons whose guilt or innocence is undecided.

6. Appropriations should be made to purchase material so that the iron work of the jail can be painted. This has not been done for many years.

#### PROGRESS MADE.

In a communication from the Borough President, subsequent to the sending of a copy of our report and emphasizing the needs pointed out in the different recommendations, the following information was received:

1. "The need for a wall around the jail was not disputed, but it was pointed out that the financial conditions were such as would make it an unfavorable time to propose such an improvement."

2. The work of repairing the base of the toilet niches is under way.

3. The furnishing of screens for the basement windows will probably be provided for out of appropriations made for the year 1915.

4. Requisition has been issued for material for painting the iron work of the jail.

5. The matter of infrequent grand jury sessions was taken up with the county judge, and in a communication from him he has consented to hold an extra session of the grand jury during the year when the grand jury population in the jail justifies the same.

## ROCKLAND COUNTY JAIL, NEW CITY.

INSPECTED AUGUST 25, 1915, BY PHILIP KLEIN.

The jail is under the general supervision of the sheriff, L. W. Servin. His son, C. F. Servin, is jailer. The sheriff's wife is matron and cook.

The sheriff performs all functions of the sheriff, most of which take him away from the jail. His wife, who acts as matron, spends practically all her time cooking for the jail inmates, supervising the cleaning and attending to her own housekeeping. The jail staff really consists, therefore, of one man, who is on duty day and night. Even if the census were very much lower than that found at the time of the inspection a staff of one would be inadequate. No man should be required to be on duty day and night. If he does his duty rightly it will exhaust him. If he does not, the supervision of the jail is bound to be inadequate. In the Westchester County Jail, for example, with an average census of about three times that found at the Rockland County Jail at the time of inspection, there is a staff of eight men and three women, in addition to the cook and the sheriff. In other words, a staff eleven times as great for a population three times as great; and the hours of the officers are eight per day instead of twenty-four.

The Rockland County Jail consists practically of three departments, the main male hall, containing twenty cells, a small room, containing four cells, and the female department, consisting of two rooms. The lone jailer is required to supervise these three departments, in addition to attending to the business of admission, discharge, discipline, visitors, etc.

The proper separation of different classes required by the county law is not exercised in this jail because of lack of proper facilities, but it would have been possible to place the four minors in the smaller room, containing four cells, and to have placed all adults in the large main hall. Instead, it was found that the small room with four cells was given to the trustees, while adults and minors were commingling.

The cleanliness of the jail as a whole was satisfactory, but the sheets and pillowcases were not in place at the time of inspection. It was stated they were being laundered and that there was not a sufficient number of them in stock to supply a change. This condition should be remedied. Sufficient supply of toilet paper and soap was found in each cell.

In the men's department one prisoner was found in a cell on the lower tier, suffering with tuberculosis. He had been in jail for six

months and despite his sad lot he was not allowed to take any outdoor exercise. It is to be severely criticised that outdoor exercise is not made possible for all prisoners, whether serving sentence, awaiting the action of the grand jury, or trial. Every jail ought to have a sufficient staff and proper facilities for such outdoor exercise. But it is particularly cruel to require a man in an acute stage of tuberculosis to spend month after month in a cell without access to fresh air. Moreover, the diet for this prisoner was the same as for the rest. He was not receiving eggs or other special nourishment necessary in such cases. There is no jail physician employed at present. The former jail physician resigned and his successor has not yet been appointed.

It was stated by the jailer that the water supply for the jail is very unsatisfactory; that when the water is tapped outside the jail for any considerable period the water at the jail proper becomes black and is filled with bugs. A proper and satisfactory water supply system should be installed.

Access to the female department is gained by means of a wooden stairway. The keys to the female department are properly kept separately from the other keys in the jailer's room. The female department consists of two rooms, with two and five beds respectively. As to cleanliness, the condition of this department was satisfactory. But there are no bathing facilities for the women. There is a bathroom close to the female department, with a window to the male department, but this is the sheriff's own private bathroom, not used by prisoners. The sheriff's bathroom should be a part of his private residence and not be so located as to be accessible from the female department and open right out to the men's hall.

In fact, the sheriff's apartments as a whole were unsatisfactory. Moreover, the walls were cracked and the wallpaper torn in many places.

The kitchen, pantry and cellar, in general, were found clean and well kept. A small dining-room adjoining the kitchen is used as the trustees' dining-room, where three male trustees, and three women serving sentence and helping the matron in her kitchen and cleaning work, eat together at one table. Male and female prisoners should not be allowed to be together at meals. This practice should be immediately discontinued.

The food on the day of inspection consisted of corned beef, cabbage and bread. The food was not ready to be served but appeared to be satisfactory.

The laundry facilities are as poor as ever. The county should purchase at least a hand washing-machine and install proper stationary washtubs.

A few minor improvements have taken place since the last inspection. The electric wiring has been enclosed in metal piping. A coat of paint has been applied to the male prison but the jail lost a great opportunity to improve the institution in the matter of painting by applying a very dark gray-blue color which gives the rooms a gloomy and depressing character. It would have cost no more to apply a light cream-colored coat of paint.

The sewage disposal plant for the jail and the group of county buildings, of which the jail is a part, is being reconstructed and improved. This undoubtedly is a great boon but there is no reason why prisoners should not have been employed at this work. Most of it is unskilled labor which any prisoner could have performed but the county failed to avail itself of even this small opportunity to remedy the deplorable idleness.

#### RECOMMENDATIONS.

1. It is absolutely necessary for the proper conduct of the jail to have at least one additional member on the staff besides the jailer. The importance of this improvement cannot be exaggerated.

2. A sufficient supply of bedding should be obtained to enable the jailer to give the beds a change of sheets and pillowcases, instead of requiring the inmates to do without them while the bedding is being laundered.

3. Idleness among prisoners serving sentence is as great as ever. The county failed to make use of its opportunities for employing the prisoners on the sewage disposal plant and on the town highways. The resident officers of the county should appreciate that they could do nothing more effective to increase the criminality in the county than to allow their jail prisoners to go idle during their whole period of incarceration.

4. Facilities should be supplied for making outdoor exercise possible for all prisoners. The first requirement for this purpose is an additional number on the staff, another is an enclosed jail yard, but the matter is too important to be persistently disregarded year after year. Especially in cases of tubercular prisoners, the lack of outdoor exercise is downright cruelty.

5. A jail physician should be appointed at the earliest possible date.

6. The water supply should be looked into. Nothing is more dangerous to the health of the community than a polluted water supply.

7. Washtubs and a washing-machine should be supplied.

8. The small section of the male department, containing four cells, should be used for the detention of minors.

9. The practice of allowing male and female prisoners to eat together in the basement should be discontinued.

#### ST. LAWRENCE COUNTY, CANTON.

INSPECTED JUNE 19, 1915, BY E. R. CASS.

The sheriff of the county is Thaddeus B. Day. He is assisted in the jail by an under-sheriff, a jailer, a salaried matron, and a cook.

The population of this jail is usually in excess of the cell accommodations. On the first floor, south side, in the front section, there were ten prisoners, two of whom were under twenty-one years of age. All of these prisoners were held for the grand jury. There were two prisoners to a cell. In the rear section, south side, there are two cells; one was occupied. The floor space for both these sections in which the grand jury prisoners are kept is very small, and to keep prisoners daily in such small confines, with even an opportunity for satisfactory indoor exercise, is a cruelty. The necessity of assigning two prisoners to a cell and the keeping of minors with adults is also serious and unsatisfactory. The physical arrangement relative to minors is a violation of the County Law. If the number of the cells and the arrangement of them do not allow proper separation and segregation of prisoners, the responsibility rests with the county authorities and not with the sheriff. The County Board of Supervisors should have the condition remedied.

On the north side of the first floor there were also two prisoners to a cell. On the south side, second floor, there were twelve prisoners, one of whom was a minor. Here, also, two prisoners were assigned to a cell. On the north side, there were eleven prisoners and only seven cells available.

In the female section, consisting of four rooms, there were two prisoners. These rooms, while not fireproof, are far superior to the accommodations for the male prisoners.

The condition of cleanliness and order in all parts of the jail was satisfactory.

A revised form of the sheriff's 1915 annual report to the Board of Supervisors is herewith submitted. In making an analysis of the report, items pertaining to the operation of the farm were kept entirely separate from those items pertaining directly to the maintaining of the jail. This was done chiefly for the purpose of getting a concrete statement of the farm work, and because there were some items charged to the board of the prisoners which should have been charged to the farm, and vice versa. In other words, items were so charged that it was impossible to get a clear idea of the cost of maintaining the farm and its value to the county.

Analysis of sheriff's report for the year 1915, St. Lawrence county, with arrangement of charges, and treatment of the farm management as a separate account:

*The following items have been charged against the board of prisoners:*

Pork, 1,645 $\frac{1}{2}$ pounds.....	\$143 84
Beef and sausage, 5,887 $\frac{1}{2}$ pounds.....	927 10
Other fresh meat.....	196 97
Butter, 190 pounds.....	62 85
Lard, 385 pounds.....	40 76
Sugars, 2,991 pounds.....	177 01
Milk, 6 quarts.....	36
*Tea, 1,098 pounds.....	112 38
Coffee, 1,397 pounds.....	216 45
Canned goods.....	26 81
Bread and flour.....	759 56
Other groceries.....	192 14
Potatoes, 227 bushels.....	92 50
Other vegetables.....	21 36
Apples.....	12 92
Cabbages.....	1 79
Syrup.....	2 25
Fly oil.....	1 00
Tobacco, 550 pounds.....	191 96
Drugs.....	7 35
Shoes.....	103 65
Dry goods.....	68 48
Gold dust.....	42 38
Ice.....	15 20
Sapolo.....	11 84
Clothing.....	56 14
Wood.....	11 02
Hardware.....	126 06
Soap.....	54 92
Repairs.....	222 96
Crockery and glass.....	8 06
Paints and oils.....	136 15
Vermining, 60 gallons.....	120 00
Toilet paper.....	19 69
Furniture.....	36 85
Brooms, 4 dozen.....	15 80
Coal ( $\frac{1}{3}$ of total cost).....	415 00
Lime (disinfectant).....	75

\*Amount seems excessive.

## INSPECTIONS.

367

Extracting teeth.....	\$8 50
Ink.....	1 50
Blankets.....	80 00
One bag.....	20
Disinfectant.....	65 00
Drawing etc.....	14 00
Bibles.....	2 50
Total cost of board.....	<u>\$4,102 69</u>

The following items are considered proper to be charged only to the management of the farm. For reasons to be stated later, the farm items are held distinctly separate.

## DEBIT.

4 cows (charge only $\frac{1}{3}$ of cost, cows still worth $\frac{2}{3}$ to the county).....	\$50 00
Feed for stock.....	150 40
Manure for farm.....	13 50
Grass and clover seed.....	26 85
Seeds.....	2 50
Seed corn.....	1 20
Paris green.....	2 25
Binding twine.....	4 50
Reaping and binding.....	10 00
$\frac{3}{4}$ tons of phosphate.....	81 00
Use of held.....	2 00
Virtrial.....	5 75
Seed.....	23 03
12 bushels of oats.....	6 00
Blacksmithing.....	31 65
Horse blankets.....	3 75
Roof cutter.....	10 75
Barrels.....	1 00
Harness fittings.....	4 40
Spraying tree.....	6 75
Spray pump.....	50
Cultivation.....	6 00
	<u>\$452 38</u>

## CREDIT.

Sale of hay.....	\$180 26
" " cows.....	100 00
" " calves.....	29 20
" " mangels.....	3 00
Boarding sheriff's team.....	3 00
Sale of broken stone.....	120 00
Labor of prisoners for school district.....	83 55
Value of vegetables.....	6 00
	<u>1,000 00</u>
	<u>\$1,525 01</u>

\$1,525 01 earnings

452 38 charges

\$1,072 63 net earnings

Cost of board (foodstuff, supplies, repairs and incidentals).....	\$4,802 69
Salaries.....	3,228 33
Total cost of maintaining jail.....	\$8,031 02
Board paid for U. S. prisoners.....	177 84
	<u>\$7,853 18</u>

\$7,853.18 divided by 53 (average weekly population).  
 = \$148.17, cost of maintenance per prisoner per annum.  
 148.17 divided by 52 = \$2.84, cost of boarding per prisoner, per week.

The above per annum and per weekly per capita were computed, excluding the profits gained from the farm.

\$7,853.18, the total cost of maintenance of the jail, less \$4,072.61, the net proceeds from the farm, reduces the cost of maintenance of the jail to \$6,780.55.

\$6,780.55 divided by 53 = \$127.93, per annum per prisoner.  
 127.93 divided by 52 = 2.46, per week per prisoner.

The money obtained from the State and Federal Government for the transportation of prisoners is not included in any of the above statements. It does not seem fair that this money, obtained from the respective governmental sources, and which is usually in excess of the actual cost of transportation, should be included in computing the cost of board. In so much as the county is not put to any actual expense in obtaining this money, it would therefore be better to regard it as a separate fund to which such incidentals as telegraph and telephone expenditures can be charged. The total sum for the transportation of prisoners, including the amounts collected and those outstanding.....

\$647 30  
 37 25

Less cost of telegraphing and telephoning and legal costs.....

\$610 05

Represents a balance of transportation money.....

### RECOMMENDATIONS.

1. The present jail should be enlarged and renovated along modern lines. There should be provided a cell for each prisoner and separate quarters for juveniles.

2. The cell cage in the room in the basement, formerly used as a village lockup, should be removed.

3. The farm project should be steadily developed. By so doing the activities of St. Lawrence county will be of greater value as an incentive to the other counties. That other counties are anxious to observe progress in this respect has been proven by the recent visits of committees from Jefferson and Franklin counties.

4. Provision should be made in the bar work of the grand jury section on the first floor so that food can be passed in without opening the door of the section.

5. More adequate toilet accommodations should be placed in each section on the two floors of the jail.

### PROGRESS MADE.

1. A chapel has been constructed on the third floor. Services are held every other Sunday by the clergymen of the different churches in Canton.

2. A county probation officer was appointed February 14, 1915. It was reported that he now has 36 cases under his supervision and it has only been necessary to return only one person for violation of the rules of probation. Since the probation officer has been at work there has been a notable decrease in the population of the jail.

3. The conducting of the jail farm has been of value to the county for many reasons. The taxpayers of the county have had the satisfaction of knowing that men serving sentence in the jail are not idling away their time, and that they are being dealt with in a way that the law makes possible. The chances of reformation are much better for each individual prisoner when he is made to occupy himself mentally and physically during the long hours of the day, instead of remaining in idleness. The proceeds from the farm reduced the per weekly cost of board 38 cents per capita.

### SARATOGA COUNTY JAIL, BALLSTON SPA.

INSPECTED JUNE 10, 1915, by E. R. CASS.

The sheriff of the county is C. L. Grippen. The under-sheriff and jailer is Fred Rhubeck. Mrs. Rhubeck is paid \$20 per month for her services as matron and for supervising the preparation of the food for the prisoners. It was stated that this money is divided chiefly among the prisoners who do the work in the kitchen. There is also a janitor attached to the jail staff. He receives \$75 per month.

The average daily population of those serving sentence for the year 1914 and 1915, up to date, has been approximately 30.

The jail was built in 1902 and opened for use in 1903. The general plan is comparatively modern. The chief objection is that the placing of two prisoners in a cell, especially on the east side of the first floor, is necessary practically all of the time. At the time of the inspection there were thirteen prisoners in this section, with a total of only eight cells available. This is not at all unusual. The absence of adequate light in the corridors on this side of the jail, and also in the cells on the same side, warranted severe criticism.

During the last twelve years the evil of placing two men in a cell has been strongly realized in this State, and as a result of this the cells of new jails are equipped with only one iron bed. In the case of this jail the condition is aggravated because of the darkness of the cells and the smallness of the poorly lighted corridor directly outside of the cells on the first floor of the east side. It is often said that vagrants and drunks and those guilty of minor offenses, who have passed many years of their lives in an unsatisfactory way of living, deserve little consideration. It has been said that they even forfeit the right to have fresh air and light. But irrespective of a man's character we must not lose sight of the fact that he is still a human being and that it behooves those in authority, who perhaps have been more fortunately blessed in many ways during their lives, to give them humane consideration. For instance, no one has the right to curtail from any man the supply of sunlight and fresh air. Statistics will show that the demand for better living quarters for prisoners held in close confinement is not a fad but a matter which is of the greatest importance not only to the welfare of the convicted man but to the health of the community in general.

At the time of the inspection, in a large cell on the west side, rear section, of the second floor, a sixteen-year-old boy was confined, held on the charge of sodomy. Because of his age and his mental and physical characteristics, he should be segregated from the rest of the population as strictly as possible. The inspection of the wing of the jail containing the female section showed no female prisoners, and it was then suggested to the jailer that this young boy be placed by himself in one of the cells of the female quarters. This suggestion was quickly carried out. A prisoner of this kind can do much to contaminate the general morale of the jail population.

It was stated that the second floor of the wing, containing the cells for females, is not used. In previous reports the fire danger of this section has been pointed out. There is no doubt that the jail proper and this particular wing is fireproof, but the serious fact is that if the courthouse building, which is absolutely non-fireproof, were to take fire and it were not possible to speedily release the prisoners from this wing, or from the jail proper, the prisoners might be in a veritable oven. This demands immediate attention.

All parts of the jail were clean and orderly. The jailer desires to fulfill all his duties thoroughly.

Two of the important elements of rational prison reform are healthy living quarters for the inmates of our correctional institutions and real work by the prisoner during the period of his

sentence. It is very easy for men to shirk the responsibilities of life by committing some minor offense warranting their commitment to the county jail. This would apply to many of the recidivists who patronize the jail, especially during the fall and winter months. It is sometimes said that these men are not cases for the county jail and that they ought to be sent to the penitentiary. Some of them are sent to the penitentiary and become State charges during the period of their incarceration and spend their time there in complete idleness at the expense of the taxpayer and the law-abiding citizen. While a prisoner is confined in the jail, the community is temporarily protected. There is no element in jail life which tends to bring about reformation, and as a matter of fact it undoubtedly tends to bring about mental and physical deterioration. The county jails are termed "schools of crime" and justly so because of the idleness and the promiscuous commingling of the prisoners which make it possible for crime to breed.

Under Section 93 of the County Law, the Board of Supervisors of each county is authorized to deal with the problem of idleness in the county jails. In working out this problem the Board of Supervisors should request the cooperation of the Prison Commission and the Prison Association. So far as can be determined, the only activity in Saratoga county has been the passing of resolutions authorizing the employment of the prisoners. At the meeting of the County Board on August 4, 1914, Resolution No. 2 empowered the sheriff to permit the employment of prisoners upon town highways under such arrangements as said sheriff may make with any town for the employment of such prisoners, provided, however, that such town, or towns, shall furnish the necessary funds to take such prisoners to and from the jail. There was passed at the meeting of August 10th of the town board of Milton a resolution authorizing the town highway superintendent to use the convict labor from the jail on the highways.

Section 70 of the State Highway Law makes this possible. However, no action has been taken. In November, 1914, it was planned that arrangements could be made to employ the State prison inmates on the highways. However, in the absence of the necessary appropriations, this plan cannot be carried out from State funds. In other words, now that the various boards have passed resolutions, something should be done, whether in the form of employment on the highways, or on a county jail farm, or on a county poorhouse farm.

The plan of employing the prisoners on the county poorhouse farm is successful in Tioga county and perhaps the same can be



done in Saratoga county. However, the prisoners must be kept separate from the poorhouse population. It might be possible to increase the vegetable output on the county farm by using some of the inmate labor of the jail. The Board of Supervisors should consult with the Prison Commission and the Prison Department about establishing some industry. Arrangements may be made for the disposition of the product of such industry through the Prison Department.

#### RECOMMENDATIONS.

1. The windows in the east side wall should be enlarged to admit a better supply of light and air into the corridors and cells on the first and second floors of the jail proper. Enlarging the windows would not necessarily weaken the side walls, because that could be remedied by a steel frame. The windows could be guarded with tool-proof barring, and to prevent people from coming into the alleyway, which separates this side of the building from the court-house, a gate could be placed at one end. Something must be done to make this side of the jail sanitary and healthful.

2. We have several times called the attention of the Board of Supervisors to the fire danger which exists when prisoners, either female, or juveniles, are detained in the wing located to the right of the entrance to the jail proper. To slightly minimize this danger, prisoners are no longer detained in the upper floor of this section. This means that for a small outlay the county is entirely sacrificing the use of the upper floor for prisoners. As a matter of fact, the danger is not only to this wing, but to the whole jail proper, because a serious fire in the courthouse would probably prevent escape. The danger of this situation will be desperately realized by the county officials if they are sometime called upon to answer for the harm or loss of life which has come to some of the inmates as a result of a fire. It is urgently recommended that an iron sheeting be erected on the bars directly in front of the entrance to the jail on the first floor and in the corridor of the second floor. The object of the sheeting will be to retard the progress of fire so as to give more time for the opening of the doors and for the exit of the prisoners. Of course, if a fire destroys the stairway in the courthouse there will be practically no chance of getting the prisoners out of the upper story of this wing, situated to the right of the

jail proper. It is therefore necessary to provide an entrance to the alleyway from the second floor and a portable stairway or ladder so as to give exit from the second floor into the alley. A stationary stairway, which will naturally reduce the already insufficient amount of light for the first floor section on the east side, is not the proper way to relieve the fire danger.

3. A committee should be appointed by the Board of Supervisors to investigate the idleness which exists in the jail. It is not fair to the taxpayer and the law-abiding citizens that a convicted man should live in idleness completely at their expense.

#### SCHENECTADY COUNTY JAIL, SCHENECTADY.

INSPECTED AUGUST 6, 1915, BY E. R. CASS.

The sheriff of the county is L. A. Welch. He is assisted in the jail by two jailers, a utility man and a matron.

All parts of the jail were clean.

The officials were somewhat disturbed because of the detection of a plan which might have led to a jail delivery, especially of the prisoners confined in the grand jury section. The prisoner who had confessed to sawing the bars and tampering with a lock was confined in a cell; likewise on the fourth floor was another prisoner who it was thought was the leader in the group that had planned to escape. This prisoner accused the officials of the jail of having resorted to inhuman methods to obtain a confession from him. He alleged that a stream of cold water had been played upon his body for a period of about three-quarters of an hour. In a statement signed by one of the jail staff it was admitted that water had been used on this prisoner, but not for a period exceeding five minutes. Although the alleged act is not denied, there is a difference of opinion as to the period of time to which the prisoner was subjected to the cold-water treatment. However, this method of dealing with prisoners under any circumstances is inhuman.

Although this is a new jail, the niche form of toilet in the cells has already proved a failure. Before the jail was opened, it was noted by our inspectors that the rust was attacking the iron work surrounding the top of the toilet bowl. The niches are now being removed. An iron enamelled plate is being set in the base of each niche. It is safe to say that this change, which must represent

a considerable outlay of money, will only temporarily remedy the unsatisfactory design of the toilets. Iron enamel chips easily and the iron thus exposed becomes rusted and destroyed. Meanwhile the base of the niche is unsightly and unsanitary. The only permanent remedy for the arrangement is to have a toilet bowl of heavy porcelain placed in one corner of the cell in such a position that it can be kept clean on all sides. The toilet bowls should be without a seat. Modern designs of this type are highly satisfactory.

It is pleasing to state that in one administrative detail Schenectady county is a criterion for the other counties of the State. In one part of the basement a fumigating apparatus has been installed. New prisoners are admitted to this section, made to thoroughly bathe, and are then given overalls and shirts. Their street clothes are fumigated and placed in bundles on shelves in a large closet especially provided. Thus the problem of cleanliness in the jail is greatly minimized and the clothes of the inmates are preserved in a safe and orderly manner.

#### RECOMMENDATIONS.

1. The top of the wall surrounding the jail yard should be fitted with iron barring so that the prisoners cannot get over it easily. This will make daily outdoor exercise possible, which is absolutely essential if prisoners are to be treated humanely. Close confinement and the lack of exercise are abnormal and depressing factors of the daily routine and have evil consequences.

2. Rensselaer county has already taken the lead by utilizing part of the basement as a messhall for serving food to the prisoners. This change was made at a very small cost; it has done much to help the cleanliness of the jail and to further facilitate the handling of the prisoners. The authorities of Schenectady county jail have been considering a similar plan and it is urgently suggested that they be supported.

3. Schenectady county is one of the few in the State still serving only two meals a day to the prisoners. When the inmates of a jail are compelled to go from noon of one day until the morning of the next without food or something warm to drink, this cannot be characterized as humane treatment. To provide a third meal consisting of coffee and bread, or something similar, has been found in other counties to add little to the cost of feeding the prisoners.

Added to this, the quality of the food served to the prisoners should be improved.

4. The idleness of the prisoners serving sentence in the jail is still a problem for solution by the county authorities who are duly authorized by law to undertake the same. The committee appointed some time ago to investigate the matter of unemployment of the prisoners was reluctant to take definite action because of the unsatisfactory industrial conditions in the city of Schenectady. However, with the gradual improving of this situation, the plans submitted in our previous reports should be used as a working basis in the solution of this important problem, which has a tremendous bearing on the welfare of the community and the prisoners.

5. The practice of spraying cold water upon a prisoner for the purpose of discipline or of obtaining information should not be repeated. Solitary confinement in some unoccupied part of the jail, on reduced rations, should be substituted as a more intelligent and humane method.

#### PROGRESS MADE.

1. The jail staff has been increased by one officer. The increase in the staff was advocated in our previous report.

2. The base of the toilet niches are being repaired. The need for precautions and improvement was pointed out in our previous reports.

3. Each new prisoner is now supplied with a fresh blanket. This was recommended in our previous report.

4. A part of the basement is now used as a reception room for new prisoners. A plan of this kind was suggested in our previous report.

5. Heavy steel-wire mesh has been placed on the windows in the basement but not on the doorway leading into the basement from a passageway on one side of the jail. The advisability of taking precautions to prevent the passing of contraband articles into the jail was pointed out in our previous report.

#### SCHOHARIE COUNTY JAIL, SCHOHARIE.

INSPECTED AUGUST 13, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, David Boynton, who receives a salary of \$1,000 a year and \$500

for janitor service in the jail and county buildings. He also receives the sum of \$4 per week for the board of each prisoner held in the jail. There is no jailer or cook provided from the county funds, except that by the allowance of \$500 for janitorial services; the county authorities perhaps feel that a jailer should be provided out of this fund. The sheriff's duties are numerous and many times he is required to be away from the jail. Satisfactory arrangements for a jailer can hardly be made with so little money available.

In previous reports this very small, antiquated type of jail has been criticised because the prisoners are not provided for in accordance with the County Law. That is, it is necessary very frequently to assign young and old prisoners to the same section and sometimes to the same cell, and to keep together grand jury prisoners and prisoners serving sentence. Furthermore, the close proximity of the female section to the male section on the second floor is quite unsatisfactory. At the time of the inspection there was a female prisoner in the jail, serving sentence. It was not possible for the sheriff to prevent her from conversing with her husband, who was confined on the lower floor of the jail, or from attracting the attention of other prisoners in the jail. Likewise, it would not be possible for the sheriff to prevent the prisoners from conversing with or annoying a female prisoner.

The lower floor is damp and insufficiently lighted, due to the small windows in the side wall.

The floor area of the jail is extremely small, which means that a long period of confinement causes unusual hardship because of the limited space even for indoor exercise.

A supply of new mattresses and blankets is very much needed. Furthermore, greater care should be exercised to keep cleaner the mattresses now in use. Many of the mattresses, particularly those in the cells on the first floor, were covered with much dirt, tobacco and paper.

The sheriff brought the following matter to the attention of the inspector on his own initiative:

On the morning of the day of inspection he stated that he had permitted a man to go outside of the jail to work for a farmer. The sheriff was advised by the inspector that this was a violation of Article 3, Section 29, of the State Constitution, which reads in part as follows: "No person in any such prison, penitentiary, jail, or reformatory, shall be required or allowed to work while under sentence thereto, at any trade, industry, or occupation, wherein or whereby his work, or the product or profit of his work, shall be

farmed out, contracted, given or sold, to any person, firm, association or corporation." The sheriff stated that an act of this kind would not be repeated again by him.

#### RECOMMENDATIONS.

1. A new jail, built along modern lines, should be provided so as to furnish proper living quarters for the prisoners and also to give better facilities for the proper detention of prisoners, especially minors and females. The present jail is in general unique when compared with most of the other jails throughout the State.
2. The old, dirty mattresses should be destroyed and new ones provided.
3. Additional electric lights should be installed on the east side of the jail.
4. An additional session of the grand jury should be held each year.
5. The system of paying the sheriff a per capita weekly sum for the board of prisoners is a survival in part of the fee system. Many abuses connected with this system finally brought about its discontinuance throughout the state, excepting in two counties. The plan in vogue in practically every county in the State relative to defraying the cost of feeding the prisoners is simple and highly satisfactory. In some instances, the Board of Supervisors appoint a purchasing committee and they buy the necessary supplies for the jail, including the foodstuffs, the bills being submitted to the county auditor for inspection and then submitted to the county treasurer for payment. In most of the counties the sheriff buys the necessary supplies and submits the bills in the above manner. A procedure of this kind not only relieves the sheriff from suspicion as to the amount he is making from the board of the prisoners but brings about in general a better situation.

#### SCHUYLER COUNTY JAIL, WATKINS.

INSPECTED APRIL 12, 1915, BY E. R. CASS.

The sheriff of the county is H. J. Mitchell. He is assisted in the jail by a jailer and a marron.

Previous reports have pointed out that this jail is an antiquated type of structure and is frequently inadequate for the satisfactory

detention of prisoners. A small solid stone cellblock, with four cells on each side practically constitutes the jail. The cells are small, dark, ill ventilated, and frequently damp. They are not equipped with toilet or washing accommodations. No provision is made in the rear of the cells for ventilation, so that air entering from the front, unless under forced draught, becomes stagnant. The sheriff considers the situation so wretched and inhuman that he is generally reluctant to lock the men in the cells at night.

In the far end of the corridor, on each side of the cellblock, there is a small, dark compartment, containing a washbasin and a toilet. In the northwest corner there is a bathtub. This is the only means for bathing on this floor. A serious feature is that it is not possible for an inmate to bathe with any degree of privacy.

The occupants of one side of the cellblock can not be kept entirely separated from the occupants of the other side. This means that Section 92 of the County Law cannot be strictly observed. The condition is serious, especially when young offenders are detained.

In the absence of a jail yard, the very small floor area of the corridors on each side of the cellblock affords the only space for exercise. This works particular hardship, in view of the fact that there are only two sessions of the grand jury during the year. It is fearfully unjust to hold persons not convicted of crime for such long periods under conditions that tend to undermine their health.

The second floor of the jail is accessible by a frail wooden stairway. It consists of several rooms, which are used for the detention of civil prisoners, women and witnesses. The rooms are large, fairly well lighted and ventilated, but the section is not fireproof. Furthermore, prisoners cannot be safely detained.

The only redeeming feature of the jail is that the sheriff insists upon a high standard of cleanliness.

The following are the chief reasons why Schuyler county should have a new jail:

1. The cells are of stone vault-like construction, designed after the type of cells used in the days when dungeons were considered suitable places in which to house prisoners, and when the authorities gave little thought to the fact that the good health of the individual is of fundamental importance to the community. The vault-like type of cell means inadequate ventilation, insufficient light, and a cold, damp atmosphere.

2. The smallness of the jail makes it practically impossible for the sheriff to comply with the law relative to the classification and separation of the prisoners. Furthermore, it is necessary quite frequently to resort to the evil practice of placing two men in a cell.

3. The lack of sufficient toilet accommodations brings about a dangerous and unsanitary condition.

4. The lack of sufficient floor space for indoor exercise and also the absence of a jail yard for outdoor exercise are serious. It is sometimes argued that the close confinement is the punitive element which is unfortunately frequently looked upon as the sole purpose in sending a man to jail. As a matter of fact, if a man is benefited physically, mentally and morally during his period of incarceration, the interests of the community are best served. On the other hand, if the physical conditions of the jail break down a man's physical condition and impair his mental makeup, he may easily become a menace and a burden to the community.

5. The Schuyler County Jail, when compared with many of the jails in some of the nearby counties, such as Steuben, Tioga, Yates, Seneca and many others, stands in a class by itself, with no feature that the people of the county can be proud of. The authorities of Schuyler county should take into serious consideration the jail conditions. A new jail built along modern lines is necessary.

Moreover, the employment of the inmates serving sentence in the jail should be considered. Section 93 of the County Law authorizes the County Board of Supervisors to utilize the labor of the prisoners serving sentence. There is no logical reason why a man should be allowed to idle away his time in a public institution and thereby relieve himself of the responsibilities of caring for himself with respect to food and clothing and of the support of those dependent upon him. The present system produces the very conditions mentioned above. This is not fair to the taxpayer and the hard-working man throughout the county who endeavor to be law-abiding members of the community. Schuyler county, in connection with its new jail, should have a jail farm. This will make it necessary perhaps to change slightly the location of the present jail. However, the benefits to be gained will justify this move.

#### RECOMMENDATIONS.

1. The county authorities should build a new jail along modern lines.
2. A partition should be constructed around the bathtub.
3. There should be one more session of the grand jury during the year.

## SENECA COUNTY JAIL, WATERLOO.

INSPECTED APRIL 23, 1915, BY E. R. CASS.

The sheriff of the county is W. H. Excell, with headquarters at Ovid. The under-sheriff, James O'Connor, supervises the Waterloo jail and is assisted by a matron. This is not a fee office but the under-sheriff receives 25 cents per day for the board of each prisoner. This rate is fixed by statute and represents a survival in part of the fee system. The matron now receives a fixed salary of \$25 per month.

At the time of the inspection the old jail was still in use and was found as clean as a wretched old place of its kind could be expected to be. The new jail ought soon to be ready for occupancy, perhaps a month from date. It is a three-story brick building, built onto the sheriff's residence, with one side facing the street. On the first and second floors, each of which is accessible by an iron stairway, there is a steel cellblock divided in the center by a utility corridor. There are six cells on each side of the cellblock. The cells are equipped with one iron hinged bed, an iron shelf and an iron hinged seat. The third floor, also accessible by an iron stairway, consists of a small cellblock, with three cells on each side. In the rear part of this floor there are two hospital rooms. There are shower-bath accommodations on the first and second floors and bath-tubs on the third floor. The jail is equipped with a padded cell. The window-panes on each floor are filled in with ground glass and the window-sashes are designed on the transom plan.

Part of the basement is to be used as a village lockup. The windows on one side of this room are almost on a level with the street. The window-panes are not of ground glass. Therefore, because of the closeness of this section to the street, it will be impossible to prevent communication with people on the outside unless heavy wire screening is put over the bar work or an iron fence is constructed around this side of the jail. The room is to be equipped with wooden platforms. The prisoners will be supplied with blankets and will sleep on these platforms.

There is a jail yard built at one end of the jail.

## RECOMMENDATIONS.

1. An assistant should be provided for the under-sheriff. The new jail will add much extra work and require closer and stricter supervision. This responsibility will be too much for one man, in addition to his numerous duties outside of the jail.

2. There should be a fumigating apparatus installed in

the basement. Prisoners when admitted to the jail should surrender their clothing for fumigation, should bathe thoroughly and then be supplied with overalls and jumper before being assigned to the jail proper. A system of this kind will be almost a definite assurance against vermin and dirt.

## PROGRESS MADE.

1. A new and up-to-date jail is now available for the detention of the prisoners of this county. In our previous reports the wretched conditions existing in the old jail were repeatedly emphasized.

2. Since the date of the above inspection an act has been passed by the Legislature abolishing the system of paying the sheriff 25 cents per day for the board of the prisoners. In the recommendation of our reports it has been suggested that the system be changed to one which would be more in conformity with the systems in vogue in the other counties of the State.

3. New mattresses and blankets were purchased to furnish the beds in the new jail. In our previous recommendations it was urged that none of the bedding equipment in the old jail be brought into the new one.

4. A fumigating apparatus has been installed in the basement to clean the clothing of the prisoners upon admission. A system of this kind has been recommended in our reports.

5. A part of the basement has been fitted up as a messhall. Recommendation to this effect was also made in one of our reports.

6. Ground glass window-panes have been placed in the windows of the village lockup section in the basement of the jail. In our previous report it was pointed out that some precautions would have to be taken to obscure the view of the prisoners in this section from persons on the outside, and also to prevent communication, in the absence of a fence around the jail.

## STEBEN COUNTY JAIL, BATH.

INSPECTED APRIL 14, 1915, BY E. R. CASS.

The jail is under the supervision of the sheriff, William H. Murray. The staff consists of an under-sheriff, two guards, a jailer, a matron and a male cook.

All parts of the jail were clean. It was pleasing to find things so because at the time of our previous inspection the cleanliness was not up to a satisfactory standard.

The population was separated as Section 92 of the County Law requires; although the grand jury prisoners were separated from those serving sentence, it was quite possible, because of the construction of part of the jail, for prisoners in the pit to converse with the grand jury prisoners in the court section.

No definite action has been taken by the Board of Supervisors to change the physical makeup of the jail so as to make the separation of the various classes of prisoners possible. In one of the rooms in the upper part of the jail, four minor males were together. In view of the fact that there were several vacant rooms in this part of the jail, the members of this group should have been separated. Much harm comes to the individual through association and there is every chance for evil association in every jail population.

The laundry, kitchen and basement were clean.

The prisoners had no complaints as to food or treatment.

It was roughly estimated that the average number of prisoners serving sentence is 20. The present plan of employment is not entirely satisfactory, first, because the work performed is not sufficient and not of the proper kind to be of much help to the individual, and secondly, because there is no satisfactory disposition of the broken stone, and as a result there is a large financial loss. At the time of the inspection the stone gang was not at work, because, it was said, one of the guards was away with the sheriff. However, one guard was present in the jail and it is fair to expect that a number of prisoners sufficient for one man to handle should have been at work. The officials of Steuben county should not be content with the present system of employment. The sentenced prisoners should be better employed.

Section 93 of the County Law gives the Board of Supervisors sufficient authority to undertake the solution of this problem. Attention is again called to our previous report in which highway work was advocated. Several counties have been successful with this form of employment. The work performed by the inmates of the State Prisons on the roads was spoken very highly of last year. The consensus of opinion among highway officials throughout the State is that there is no danger of convict labor conflicting with free labor in highway work. The amount of work is unlimited and the needs extensive. For many of the towns there will never be suffi-

cient money available to carry on the necessary work, if free labor solely is to be relied upon.

There is also another possible means of employment. The success of St. Lawrence county with its county jail farm serves as a splendid precedent. Two years ago a farm of sixty acres, about a mile from the jail, was purchased for approximately \$40 an acre. Since then the value of the farm products, the value of the construction work on the farm and the general improvement of the soil, etc., has practically repaid to the county the cost of the farm.

A county jail farm does not mean a large and high-salaried staff. The results obtained in St. Lawrence county, which are perhaps the best in the farm line so far as jails are concerned in the State, are quite commendable and the work is carried on by a poorly paid sheriff, an under-sheriff, and one jailer.

It is also well for the county authorities to consider the activities in some of the other counties: For example, Oswego county, with its ninety-four-acre jail farm. Nassau county has increased the acreage of its farm. Tioga county employs its prisoners on the county poorhouse farm. The authorities of Suffolk county are negotiating for the purchase of a four-hundred-acre farm. Jefferson county contemplates the employment of its prisoners on a county farm. Monroe county has increased its farm acreage. Erie county has secured legislation for the employment of its prisoners on the highways and is also developing a large institutional farm.

#### RECOMMENDATIONS.

1. As soon as there is plenty of available room, doubling-up in cells and in rooms should be abolished.
2. The mattresses in use should be refilled.
3. Reception quarters should be provided for in the jail so that prisoners upon admission can thoroughly bathe and surrender their clothes for fumigation. Of course this will mean a small fumigating apparatus (which can be made on the premises for a very small sum). During their stay in the jail the prisoners should be supplied with a khaki uniform, marked on the inside as jail property. With the introduction of a uniform, not too conspicuous, the supervision of the prisoners while at work will not be difficult. With the use of the uniform and the general cleaning up on admission, the possibilities of vermin being brought into the jail will be greatly minimized.

4. A system of records should be kept, showing the number of prisoners in the jail each day serving sentence, held for grand jury, etc., also showing how the population is distributed with respect to labor; that is, how many are employed in the kitchen, how many in the stoneshed, etc.

5. Sheets and pillowcases should be provided for the prisoners. These should not be looked upon as a luxury but as a means of safe-guarding the inmates from infectious diseases and of maintaining cleanliness.

6. The committee on county buildings has expressed its approval of the recommendation that the separation of the grand jury section from the section in which prisoners serving sentence are kept be made more complete. This seems to be as far as the matter has gone and it is urgently recommended that some action other than approval be taken so that the necessary changes can be made.

7. A padded cell should be constructed. A cell of this kind should be part of the equipment of every jail in order that cases of violation can be properly dealt with and that reputation of the jail staff can be protected against unwarranted suspicions of brutality.

#### PROGRESS MADE.

1. The stairway, the rooms and the corridors in the upper part of the jail have been repainted.

2. The part of the steel flooring behind the washstand in the pit has been replaced by a new section of steel. The need for some improvement was pointed out in previous reports but the continuance of the steel floor was not approved of.

3. Electric light has been installed in the shower-bath compartment.

4. The toilet bowls and the seats have been re-enamelled.

5. The bar work in the pit and court sections and the side walls have been repainted.

6. The matter of providing a more satisfactory means of separation of the grand jury prisoners and prisoners serving sentence has been brought to the attention of the committee on county buildings and received their approval. However, so far as can be learned, no definite action has been taken to permanently remedy this unsatisfactory condition, which has been pointed out in our reports.

#### SUFFOLK COUNTY JAIL, RIVERHEAD.

INSPECTED SEPTEMBER 2, 1915, BY E. R. CASS.

The sheriff of the county is Charles J. Odell. He is assisted in the jail by an under-sheriff, a warden, two keepers and a male cook. The physical plan and the general equipment of this institution make it one of the best in the State.

The cleanliness of the cells, corridors, beds and bedding, was highly satisfactory. In one of the cells in the grand jury section a prisoner was suffering from a very active case of syphilis. It was stated by the warden that the jail physician and the sheriff had endeavored to have him transferred to the hospital but that such arrangements could not be satisfactorily made. Precautions were being taken to protect the other prisoners. The prisoner in question was supplied with an individual cup, spoon and eating pan. These were kept in the cell for his own use. He was also supplied with an individual towel. He stated that he has been visited by the doctor three times and that on two occasions medicine was prescribed for him.

Five women and one infant were in the female section. These female prisoners are not under the daily supervision of a matron. It was stated that the matron visits about once weekly and when new female prisoners are brought to the jail. For an institution of this size in which there are always female prisoners, the daily services of a matron should be provided, not only to insure the protection of the female prisoners but also to safeguard the jail officials from probable embarrassment.

On the third floor of the female section, access can now be had from the east side, because of recent alterations, to the third floor of the old jail. It is planned to use this section for the large number of vagrants and tramps who will probably be sent to the jail for the winter. Last winter the new jail was taxed to its full cell capacity, and to avoid doubling-up, or overcrowding in any way in the new jail, the extra accommodations have been provided. Skylights have been cut through the roof in the new section and a toilet and washbasin have been installed in the corridor.

Each cell is equipped with two iron frame beds, with canvas bottoms. Instead of the cellblock arrangement the cells in this section are built around in a circle in the center of the floor.

The laundry equipment was in satisfactory working order.

The bedding for the male prisoners consisted of mattress and blankets only. Sheets and pillowcases are provided only for the

women. Fresh blankets are given to each new prisoner, and for the long-term prisoners the blankets are washed every four or five weeks. The men wash their own shirts and underwear. Especially for the men who are working, this should be done in the laundry.

The storeroom in the basement was very liberally supplied with overalls, socks, underwear, sheets, blankets, mattresses, brogans, etc. Not all of the goods, especially the shoes, were "prison made" as the law requires, although it was stated that all of the wearing apparel, blankets, and mattresses were purchased in accordance with the law.

The county authorities as yet have not purchased a county jail farm, but they have shown their desire to utilize the labor of the prisoners by employing them in improving a site of land selected for a county hospital. They have also exercised their authority under Section 70 of the State Highway Law in using the prisoners on the roads in Riverhead for general cleaning and repairing. In the month of January of this year, from eight to ten men were employed daily on the roads. In February, nine men daily. In March, nine men, and in April, nine men. In May, for seven days there were eight men employed daily on the highways, and for the month of June, for nine days, four men were employed daily. In July, for four days they average eight men daily on the highways. For seventeen days in August the average was eight men daily on the highways, and for two days in September (up to the time of inspection), one man daily on the road. On April 28th the work on the tuberculosis hospital site at Holtsville was begun. This work consists of clearing the land of trees and stumps, levelling, etc. The men leave the jail at 8:30 in the morning and return again at 7:20 in the evening. They are transported by railroad. The prisoners have their breakfast and supper in the jail and take their noonday meal in lunch cans. During the months of April and May two extra deputies were hired to supervise the men at work and to and from the jail, and since then another deputy has been added to the staff.

Recent information from the sheriff gives the following summary of the labor activities on the county hospital site. From April 28, 1915, to December 1, 1915, 4,354 days' labor was furnished to the county. This labor is given an actual value by the sheriff of \$2.00 per day per man, making the money value of the labor equal to \$8,708. The total cost incurred to conduct this work was as follows:

For the transportation of prisoners and guards from the jail to the hospital site and return.....	\$1,870 32
Wages of guards.....	2,048 00
Extra food, clothing, tools, etc.....	325 00

This total expense subtracted from the value of the labor of the prisoners leaves an approximate net profit of \$4,464.68 to the county. The total cost of food for the prisoners for the year amounted to \$6,201.21. If the above approximate profit on the hospital site work were deducted from this sum, the per capita per week cost of maintenance would be figured on the basis of the difference between \$6,201.21 and \$4,464.68, and thus greatly reduced.

The sheriff points out that in July and August there were from eighty to ninety-seven prisoners in the jail, and that on December 1st there were only seventy prisoners. This would tend to show that many of the prisoners who make the jail a home for the winter have avoided it because of the fact that the sheriff is determined to utilize the labor of the prisoners as much as possible.

It was necessary that the proposed hospital site be improved. If this work had been done by contract and free labor a considerable outlay of money would have been necessary. If the prisoners had not been employed at this work, the county would have been supporting them in complete idleness in the jail and without the slightest contribution from them toward their maintenance. The experiment has shown that prisoners can be worked in the open and that their work can be made financially profitable. The county taxpayers have had the satisfaction of knowing that the prisoners are not enjoying a life of ease in one of the best jails in the State; and, furthermore, that a system has been installed which should tend to improve the prisoner morally and physically, instead of making him the victim of the usual abnormal life within the jail.

#### RECOMMENDATIONS.

1. There is a large jail yard attached to the jail. This was provided for the purpose of exercising the prisoners confined in the jail. At present it is not used for such purpose and cannot be wholly used because the greater part of it is obstructed, by a large supply of coal stored in it for the jail and county buildings. This also makes it very unsightly and entirely out of keeping with the general appearance of the jail and other parts of the county grounds. It is urgently recommended that the county authorities provide a more suitable place for storing



the supply of coal and that the jail yard be used for the exercising of female prisoners and grand jury prisoners and of all prisoners who are not daily employed.

2. Sheets and pillowcases should be provided for male prisoners. Suffolk county has one of the best jails in the State and should be up to the standard set in other jails in this detail. In the reception quarters, that is, where the prisoners are first brought before they are thoroughly cleaned, sheets and pillowcases are not practicable; but in the other parts, where the prisoners are serving sentence for longer periods, common decency urges that they be supplied.

3. A salary should be provided for a matron and her services should be required for some time each day in the female department of the jail. Male jail officials and male prisoners should not enter the female quarters unless accompanied by the matron.

4. The county authorities should continue their plans of utilizing the labor of the prisoners serving sentence in the jail. The work on the tuberculosis hospital site is only temporary and the authorities should provide permanent employment. The present highway activities should be further developed. The authorities are also again urged to purchase and establish a county jail farm.

#### PROGRESS MADE.

1. The general cleanliness throughout all parts of the jail was much improved as compared with the condition found at the time of the previous inspection. It was recommended in our last report that the previous standards of cleanliness be re-established in the jail.

2. The county authorities are experimenting extensively with the labor of the prisoners and are still negotiating for the purchase of a 400-acre jail farm, located about five miles from the jail. To visit this jail and find more than half the population away at some kind of employment, presents a much more satisfactory situation than was found at the time of the previous inspection last year. In our previous reports the county authorities have been urged to undertake highway work, or establish a jail farm, to obviate as much as possible the condition of idleness among the prisoners serving sentence.

#### SULLIVAN COUNTY JAIL, MONTICELLO.

INSPECTED APRIL 8, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, Elmer Winner. He is assisted by an under-sheriff, a deputy sheriff and a matron.

Under the present sheriff the doors of the jail are locked and the prisoners do not have free access to all parts of the jail. The prisoners were properly separated and classified as the law requires. They seemed wholly satisfied with the food and the treatment.

The cells and equipment on all three floors, also the corridors and the stairways, were satisfactorily clean. The padded cell on the first floor was free from dirt and rubbish. It was evident that it is no longer used as a storing place for the same. The tramp-room was clean and the equipment was orderly. The storeroom was well supplied with wearing apparel for the use of the prisoners, such as socks, underwear, shoes, overalls and jumpers. There was also a good supply of towels, brooms, etc.

The prisoners receive three meals daily. Although the bills for the food supplies are submitted to the sheriff's committee for payment, the sheriff receives \$2.50 per prisoner per week for the preparation of the food. Of course, this is in part a survival of the old unsatisfactory fee system. On general principles, it is poor policy for the county system to be such that the sheriff must depend to some extent upon the population of the jail to be sufficiently compensated for his services. The system in vogue in practically all the other counties throughout the State seems more desirable; that is, the sheriff is paid a definite salary and does not receive a *per capita* allowance for the number of prisoners detained in the jail. In many cases a salaried cook is employed.

Although the average number of prisoners serving sentence in the jail is comparatively small, the idleness is serious. This is a system that is unfair to the taxpayer and the workingman who conducts himself in an orderly manner. Furthermore, it is an unintelligent way of dealing with the delinquent. It is suggested that the county authorities, who are authorized under Section 93 of the County Law to utilize jail labor in various ways, arrange with the superintendent of the county poorhouse farm, which is only a short distance from the jail, for the employment of some of the frequently sentenced prisoners on the poorhouse farm or at general repair work. Prisoners working on the county poorhouse grounds should be kept entirely separate from the inmate population of the poorhouse. If it is

necessary to board and lodge the prisoners at the poorhouse, separate living quarters, some distance from the other buildings, should be provided so that there will be no danger of commingling.

#### RECOMMENDATIONS.

1. While the per capita board system evidently works satisfactorily as to the amount and quality of food served, it is wrong in principle and might be abused. It is strongly urged that the per capita system be abolished and that the county pay a more liberal salary to the sheriff.

2. There is insufficient security at present without a steel gate to guard the door between the jailer's office and the jail proper and a similar steel gate to guard the basement door. These gates should be installed without loss of time.

3. The fence intended to keep curious visitors from the jail wall is rusting and should receive a new coat of paint.

4. The steel seats of the toilets should be covered with a layer of cement, sloping toward the center, and equal in height with the seat proper. This would prevent rusting and accumulation of vermin. The composition of cement used for this purpose at other jails is one and one-half parts of moulding sand and one part of cement.

#### PROGRESS MADE.

The Board of Supervisors have voted in favor of placing a steel gate or door in the opening between the jail proper and the jailer's office. A recommendation to this effect was made in our inspection report of April 8, 1915.

#### TIoga COUNTY JAIL, OWEGO.

INSPECTED APRIL 12, 1915, BY E. R. CASS.

The jail is under the supervision of the sheriff, W. E. Allen. He is assisted by the jailer and two guards. The sheriff's wife acts as matron but no allowance is made by the county for her compensation.

The inspector was accompanied through all parts of the jail by the jailer. The floors of the cells and the floors of the corridors on all three floors were satisfactorily clean. The bedding on the beds was neatly arranged and was clean. The toilets were in good working

order, also the shower-baths. The window-panes were clean. The law relative to the classification of prisoners was strictly observed. The part of the jail in the basement used as the city lockup was not clean. The floors of the corridor and the cells were badly in need of sweeping and the toilet bowl off in one corner was very dirty, both on the inside and outside.

The bedding was carelessly thrown on the iron beds and was unclean and untidy. When the cells are not occupied the bedding should be hung on the bars or elsewhere so that it can be properly aired. As much attention should be given the cleanliness of the lock-up as is apparently given to the jail.

The per capita system whereby a fixed sum is paid to the sheriff's wife for the cost of boarding the prisoners is still continued. The sum has been increased from twelve cents per meal to fourteen cents per meal.

At the time of the inspection six of the sentenced prisoners were working on the county farm. During the latter part of March the men worked on the river road highway for about five days. The work consisted of filling holes in the road with ashes, etc. It is planned to further employ the prisoners on the highways during the year. Last winter the men were employed at sawing wood, hauling ice and cracking stone. Fortunately, the authorities do not meet with any difficulty in disposing of the cracked stone. The need of two guards to supervise six or eight prisoners was discussed. It was stated that sometimes the number of those employed is as high as twelve and that because the men work in different groups about the buildings and grounds of the county poorhouse premises, it is deemed advisable, as a result of experience, for two guards to supervise them.

The cleanliness of the eating utensils at the jail was satisfactory and the prisoners had no complaints to offer relative to food or treatment.

#### RECOMMENDATIONS.

1. An exact accounting should be kept with the poor farm of the amount of labor performed for it by the jail prisoners, as well as of any other labor performed by them, and, in fact, the poor farm should probably make some return to the jail for the labor of its prisoners in the form of vegetables grown upon the farm.

2. The present system of defraying the cost of feeding the prisoners should be discontinued. This is in part a survival of the old fee system which has been discontinued,

principally because it opened the way for much abuse. The integrity of the present incumbent of the sheriff's office is not questioned, but the system as it stands makes abuse possible. The fact that this system, or similar systems, have been discontinued in practically all the other counties proves beyond doubt that it is a wrong basis upon which to defray the cost and preparation of food. The system in vogue in other counties is as follows: The sheriff, or a committee, purchases the necessary food supplies and submits the bills to the sheriff's committee, or to the chairman of the Board of Supervisors, for approval and payment. It is a fact that thirty-three counties of this State during 1913 boarded their prisoners for less than \$2 per week per prisoner.

3. The laundry facilities of the jail should be increased.

4. A matron should be employed. It is improper for a jail in which female prisoners are kept to be without a matron, and it is unfair to require the sheriff's wife to serve in that capacity without compensation.

5. The County Board of Supervisors should continue to utilize the labor of the inmates serving sentence in the jail. The Board is authorized, under Section 93 of the County Law, to do this. Every opportunity should be utilized for the welfare not only of the prisoner but of the people of the county.

#### TOMPKINS COUNTY JAIL, ITHACA.

INSPECTED APRIL 12, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, Charles A. Mackey, who is assisted by the same jailer who worked with the previous sheriff. The matron divides her time between the jail and the police lockup as the needs demand.

The condition of cleanliness at the time of the inspection was much improved as compared with the condition at the time of previous inspections, but was nevertheless not entirely satisfactory. The prisoners should be required to make their beds up regularly every morning after the bedding has been sufficiently aired. The toilet-bowls should be kept entirely free from dirt and stain. The floors should be thoroughly swept and particular attention given to the corners and crevices. This applies particularly to the section on the

first floor. The cleanliness of the two sections of the second floor of the jail proper would be much improved if loose pieces of toilet paper and other material were not thrown about on the floors and on the beds. The cleanliness of the toilet bowls in these two sections also could be much improved.

In the addition to the jail intended for the female prisoners and as hospital quarters, the general appearance would be much improved if the side walls of the room were re-faced and painted. At present these walls are covered with writing and are otherwise marred with ugly cuts.

The vines which previously prevented much air from entering through the windows into one of the rooms on the lower floor of this section have been trained from the windows or cut away.

The jail proper has been repainted a cream color with green trimmings. The doors of the cells have been painted green. This work was done by the prisoners.

The beds throughout the jail need new wire springs. The present ones are badly rusted and broken.

The prisoners now receive three meals a day. Under the former administration only two meals were given daily, except when the prisoners were assisting in some renovating work, during which time three meals were allowed them.

The flat lattice-work barring on the rear of the cells on the first floor of the jail proper has been removed and round barring substituted. This admits more air and light from the rear of the cells.

No action has been taken by the Board of Supervisors to make the present jail yard a safe place for daily exercise. With a small expenditure, suitable arrangements can be made to improve jail yard conditions and also to provide necessary office quarters for the sheriff. These are now lacking, it being necessary for the sheriff to use part of a hallway in his private residence as an office. A jail yard is an absolute necessity for every county jail. The county authorities should not be responsible for a condition which is inhuman, and detrimental to the health of the persons incarcerated in the jail. The prisoners, especially those awaiting the action of the grand jury, suffer much hardship and injustice by being deprived of outdoor exercise. Although this jail has been renovated, the arrangement and floor area give little chance to obtain sufficient air, exercise and light to preserve health during a long period of detention.

The reports of this Association show that the condition of cleanliness in the jail has never been entirely satisfactory. At the time of one inspection it was felt that there was a reasonable excuse for the

uncleanliness, because considerable renovating work was in progress, but it is still strongly felt that the jailer does not show sufficient interest in his work with respect to the cleanliness of the jail.

During the past, the labor of the inmates has been used in renovating and painting the jail. There is no regular form of employment of the inmates. The small number of prisoners serving sentence hardly justifies the adoption of a definite form of employment, such as highway work or a county farm. It was stated by the authorities that some years ago the inmates of the jail were employed on the highways in the county, but it was found that the insufficient number of prisoners did not make it possible to do much work, nor did it justify the hiring of additional guards and the purchasing of tools, etc.

#### RECOMMENDATIONS.

1. The sheriff should insist that the jailer be more active so as to maintain a better standard of cleanliness.
2. The beds should be provided with new springs.
3. The walls of the women's section should be re-faced and repainted. Whitewash should not be used. Its use has been condemned by leading authorities because when it becomes scaly it harbors dirt, germs and vermin.

#### PROGRESS MADE.

1. An additional session of the grand jury was held in the month of June of this year. This was urged in our previous reports and has been put into effect for the first time this year.
2. The prisoners now receive three meals a day. Under the previous sheriff, prisoners who were assisting in the renovating work received three meals daily. At that time it was urged in our reports that the practice be continued. This has been done by the new sheriff.
3. The general condition of cleanliness in the different parts of the jail has been much improved as compared with the unsatisfactory condition found at the time of previous inspections. The jailer, whose indifference toward his duties was perhaps responsible for much of the uncleanliness, has resigned. In our previous reports it has been recommended that a higher standard of cleanliness prevail and that the jailer be instructed to become more efficient in promoting such cleanliness.

4. An addition has been built between the courthouse and the jail, thus enclosing the space suitable for a jail yard. In our previous reports it has been urged that some improvement be made so as to make the space between the courthouse and the jail available for outdoor exercise.

5. Thirteen beds have been provided with new wire spring bottoms. Recommendation to this effect was made in one of our reports.

6. The walls of the women's quarters are being repaired and repainted. The need for this was also pointed out in one of our previous reports.

#### ULSTER COUNTY JAIL, KINGSTON.

INSPECTED MARCH 8 AND AUGUST 17, 1915, BY E. R. CASS.

The jail is under the supervision of the sheriff, E. T. Shultis. He is assisted in the jail by a warden and an assistant warden. There is no salaried cook, nor is there a salaried matron.

A complete tour of inspection, on August 17th, was made in company with the warden, Seth Joscelyn. Afterward, the inspector, at the sheriff's invitation, re-entered the jail and spent some time in conference and inspection on the north side of the first floor. Two conferences were held in the sheriff's office, and in both the sheriff, the under-sheriff, the warden and the jailer took part, discussing the accusations made by the prisoners, the meat supply, the quality of the bread and the supply of disinfectants, etc.

*First floor, south side.*—The cells on both sides of the cellblock on this floor are now used for the detention of prisoners awaiting trial or awaiting the action of the grand jury.

The base of the toilet niche in most of the cells is rusted and broken. In the past, the section around the top of the toilet bowl has been filled in with cement to safeguard the iron work, but because the cement is chipped and broken the rusted and broken iron is again exposed.

Mattresses in the cells were dirty and worn. Prisoners' beds were not supplied with sheets and pillowcases. Beds were not neatly and properly arranged. Many of the blankets were in need of washing.

The locking device for the cells is not in proper working order, and therefore many of the cells cannot be locked at night. Some of the doors are rusted fast or in some way jammed on the outside

bar work of the cells. The shower-bath compartment on the south side of the cellblock was very unclean. There was much dirt and slime on the floor.

*First floor, north side.*—In one cell a prisoner was held under observation. This prisoner was nude, his clothes were soiled and strewn about the cell, also pieces of bread and paper. His talk was vile and his actions repulsive and sickening.

The prisoners in this section complained that they could not sleep at night because of his shouting and running about the corridor. This was undoubtedly a proper case for strict segregation. Facilities were available for this purpose and this should have been done. For instance, the man could have been placed in the padded cell in the female section, which was unoccupied. He could have been removed, in the event of a female prisoner being admitted to the jail. If it were not deemed advisable to place him in the padded cell there were three cells available in the rear section in the basement on the south side.

One of the prisoners of this section paraded about the corridor in a bathing suit and another wore only a pair of trousers. When asked why they went about scantily clad they said that it was necessary in order to save their clothing.

The cleanliness of the cells on this side was unsatisfactory. Paper was strewn on the floor of some of the cells, beds were not made up and the frame work of the steel beds and the bedding were unclean.

*Second floor, north side.*—The cleanliness of the cell floors and the corridors in this section was satisfactory. However, the beds and bedding were unclean and some of the partitions of the cells were decorated with undesirable pictures and obscene drawings. Only three of the prisoners were supplied with sheets and pillowcases. However, the beds, with one exception, were neatly arranged. The prisoners in this section complained of bugs in the bedding and also stated that they cannot obtain disinfectant. Examination of the mattresses disclosed that there were bugs in them. The bases of the toilet niches were in bad condition and in some cells some of the toilet fixtures, such as knobs for the faucets, were missing.

*Second floor, south side.*—The beds were not made up and the bedding was unclean. Bugs were also present on the mattresses. The bases of the toilet niches were in bad condition. The partitions of the cells were decorated with unsightly, indecent and impious drawings. Two of these pictures of particularly bad character were crased by one of the prisoners at the suggestion of the inspector. Some of the prisoners in this section were questioned relative to

bathing and one stated that he had not bathed in two weeks; another not in a week; three not within five days and one not within three days. However, all of the men said that they had not been made to bathe upon admission which makes the situation serious even in the case of men who had gone only three and five days without a bath.

*Third floor, south side.*—Some cells were occupied by trustees. The beds were not made up. The bedding was unclean. The cells were untidy and the floor of the cells was not swept clean. Two of the prisoners were using regular-sized blankets as rugs to cover the cell floor.

*Third floor, north side.*—Cells were unoccupied and a satisfactory condition of order and cleanliness prevailed. The top of the cellblock, which has in the past been found covered with dirt and refuse, was clean.

*Female section.*—The female section was unoccupied but the cleanliness and order of the cells and equipment was satisfactory. At the time of the previous inspection an unsatisfactory condition of cleanliness prevailed.

The trustees' room in the basement was found satisfactorily clean and the beds were neatly arranged. The front part, known as the tramp-room, was clean. The urinal in this section was consuming unnecessarily a large amount of water. The shower-bath section, directly outside of this tramp-room, smelled very strongly of urine, which would indicate that it was not always properly used and cleaned. On a bench in front of the tramp-room were a number of dirty blankets which were said to be used for tramps. It was stated by one of the prisoners who had been in the jail since January that the tramp-room blankets had been washed only once during that time. Better judgment would also have been shown if these dirty blankets had been placed on a line where the fresh air and sunlight would come in contact with them.

The rear section of the basement on the south side was unoccupied. The beds were neatly arranged and some of the beds had been repaired and thus made available for use. The urinal in this section was also unnecessarily supplied with a very free flow of water. In the utility corridor in the basement there was much dirt and rubbish, particularly near the door on the east end. This uncleanliness is unpardonable. Garbage and refuse cans throughout the jail were well filled with sweepings and rubbish, and were not emptied daily, but instead only once a week.

*Food.*—On each inspection by the Prison Association in the past two and one-half years the prisoners in this jail have complained

relative to the quality, quantity and manner of serving the food. At the time of this inspection the prisoners, with the exception of three in the kitchen, complained very strongly and bitterly about the quality and quantity of the food and the way in which it was served to them. Experience has taught that usually some of the inmates of most institutions are prone to criticise the food. However, because complaints had been offered at the time of our previous inspections and were strongly offered at the time of this inspection, the inspector paid particular attention to this part of the jail management. The character of the prisoners of course necessarily means that the value of their complaints must be somewhat discounted, but in this particular case the complaints were so similar and emphatic throughout the jail that the inspector felt justified in giving much credence to the statements of the prisoners. The sheriff is allowed by statute for the board of each prisoner twenty-five cents per prisoner per diem. This system is in part a survival of the fee system which has been discontinued in all but one county of the State, principally because of the abuse which it makes possible. The fact that out of sixty-two counties all but nine have abandoned the per capita per diem or per weekly system of defraying the cost of foodstuffs is sufficient proof that the system has been generally unsatisfactory.

There being no paid cook, cooking in this jail is now done by a negro prisoner who claims to have acted as a cook in work camps on the outside.

The condition of cleanliness in the kitchen and of the eating pans at the time of the inspection was satisfactory.

On Sunday, August 15th, the prisoners sent a petition to the sheriff, relative to the food. The following is a copy of the petition, made by the inspector:

Sir:

We, the undersigned, do ask and request of you to kindly look into our mode of getting our food such as it is, and in what condition and quality also it is served and has been served of late. We do not command this. It is merely an appeal, requesting you to look into the matter as a fellow-man, upholding the rights of others, who are not placed in a position to do so. By doing this you will not only be rendering a kindly act, but simply doing what is right and what the law of God and man calls for justice.

Respectfully

(Signed by 27 prisoners)

The inspector heard of this petition from the prisoners and asked the warden about it. He went to his desk and took it from one of the pigeon-holes. After making a copy of it the inspector presented it to the sheriff and learned that he had not seen it. The warden, in the presence of the sheriff, the inspector and the prisoners on the north side of the first floor, endeavored to convince the inspector that the petition had been written by the man in the cell under observation. However, a prisoner named Ryan, confined in the section in question, came forward and declared that he was the man who had written the petition and put it in circulation. He then took advantage of the sheriff's presence and appealed to him to improve the condition of the food. While he spoke in a tone that was slightly louder than the ordinary, there was nothing about his manner or words that could be criticised as insolent or improper. While it is undesirable in general to permit arguments by prisoners with officials in the presence of fellow prisoners, it was, nevertheless, at the suggestion of the sheriff that the warden, sheriff and inspector found themselves in the presence of these prisoners and that the question was raised.

Prior to passing down the corridor on the north side, the sheriff and the inspector examined the food placed at the sheriff's orders on a table in the north end of the first floor. While standing by this table the inspector held conference with the sheriff relative to the character of the prisoners, the conditions under which they were incarcerated, and the quality and quantity of food. Several portions of the food were examined. Out of five portions only one contained a piece of meat that could be considered as fairly sufficient in quantity. The others contained meat and bone, fat and gristle, the whole bulk of which in each pan of soup was not much larger than a good-sized egg. The second inspection in the jail was also at the suggestion of the sheriff and he expressed his surprise when he saw how unevenly and in what small quantity the meat was served. The part of the meal which was supposed to be soup was very thin and gave a decided taste of warm water. The only thing to make it appear as a soup was the grease from the meat floating on the top. The sheriff tasted of the soup, as did the inspector, and he admitted that it was thin, but felt that it was sufficient for men who were not working. However, the inspector did not agree with him. The potatoes were of good quality and deserved no criticism, except that they would be much more appetizing if they were cooked in salt or salt were provided with them when they were served. The prisoners complained about the bread being served sour and mouldy.

Examination of the bread found in a poorly ventilated box in a room east of the kitchen strongly convinced the inspector that some of the bread approached sourness and that it was somewhat soggy. Several pieces of the bread served to the prisoners at mealtime also impressed the inspector similarly.

The prisoners receive coffee in the morning, tea in the evening, but nothing to drink at the noon meal. The plan is to give what is known as a heavy meal at the noon hour and two light meals. They receive every morning, oatmeal, coffee and a third of a loaf of bread. The noon meal consisted, on Monday, of soup, meat, potatoes and bread; Tuesday, of soup, meat, potatoes and bread; Wednesday, beans, pork and bread; Thursday, potatoes, soup, meat and bread; Friday, fish, potatoes and bread; Saturday, soup, meat, potatoes and bread; Sunday, soup, meat, potatoes and bread.

Beef is purchased in small quantities and used immediately.

On the day of inspection twelve pounds of beef had been purchased for twenty-nine prisoners. This allows, including bone and gristle, less than one-half pound to a prisoner. The meat varies in cost from twelve to fourteen cents per pound. It must be considered that after the meat is boiled and the kitchen help receive their portions there is much less than one-half pound for each man, and surely the portions of meat served to the men at the time of the inspection were good evidence of this.

The following is a very liberal estimate of what the foodstuff cost the sheriff on the day of inspection:

12 pounds of meat at 14 cents per pound (was 12 cents per pound day of inspection) . . . . .	\$1 68
23 loaves of bread at 4 cents per loaf (1 loaf each meal) . . . . .	1 16
Coffee (30c grade) . . . . .	60
Tea (good per pound price allowed) . . . . .	48
Potatoes (allowed 3 potatoes to a man — 10 to a quart and 12 cents per quart) . . . . .	1 08
	<hr/>

On the basis of twenty-nine prisoners and twenty-five cents per capita, the sheriff is allowed \$7.25. Unless the sheriff is expected to profit by the money allowed for the board of the prisoners there seems to be at least approximately \$2.00 which could have been used to purchase more meat, thus providing a more satisfactory soup.

#### SUMMARY OF THE COMPLAINTS MADE BY PRISONERS.

##### 1. Quality and quantity of the food:

Judging from the rations offered to the prisoners at the noon meal on the day of inspection these complaints were justified. The

sheriff did not agree with the inspector as to the condition of the bread and the services of the county chemist were sought but it was found that his office was closed.

2. Lack of opportunity for exercise in the outside corridors and the closing of the windows in the sides of the building:

There is some doubt as to whether these windows are opened or closed, but there is no doubt that the prisoners do not receive sufficient exercise. They are kept in the small, narrow, inside corridors and this close confinement endangers their health, and, because of its unnaturalness, tends to make the prisoners restless and dissatisfied.

3. Lack of sufficient sheets and pillowcases:

Although there were sheets and pillowcases in the supply closet it is a fact that many of the beds were not fully equipped.

4. Lack of towels for bathing:

No towels were found in the jail, although there were many in the supply closet in the hallway leading to the jail. The prisoners claimed that there are no regular bathing periods and that they are not made to bathe upon admission. This latter was denied by the warden. Because of the quarters available in the basement, prisoners should not be assigned to the jail proper until they thoroughly bathe. A system of this kind is necessary in order to keep a high standard of cleanliness.

5. The trustees complain that if they notify the officials of an improper supply of food at mealtime they are threatened with being locked in their cells.

This was denied by the warden.

6. Blankets not frequently or regularly washed:

One prisoner says not in eight months were the regular blankets washed. When the statement to this effect was made by a prisoner in the basement within the hearing of the warden it was not denied. This is indeed an unsatisfactory practice. Furthermore, in the body of our previous report it was stated the blankets are not regularly washed and it was also pointed out that a new supply of pillows, mattresses, sheets and pillowcases were very much needed.

The prisoners further stated that the sheriff does not visit the jail daily and there are times when some of his subordinates do not come into the jail every day. This was emphatically denied by the sheriff and his subordinates.

The sheriff cannot be held responsible for the condition of the iron work and cement around the top of the toilet bowls, or the unsatisfactory mattresses. It has been stated by him that he is endeavoring to have the toilet condition remedied. It is not solely

within his power to do so because it will necessitate a large expenditure of money which must be allowed by the Board of Supervisors. The sheriff stated that he ordered new mattresses last January and is still awaiting a sufficient supply.

However, the sheriff should be held responsible for the following:

1. The general unridiness of the cells.
2. The injudicious assignment of a man under observation.
3. Permitting prisoners to be in, or go about, the jail naked, scantily and improperly clad.
4. The uncleanness of the utility corridor in the basement.
5. The practice of emptying refuse barrels only once a week.
6. The inadequate distribution of sheets and pillowcases.
7. The absence of towels and the apparent lack of a rule making bathing mandatory at least once a week.
8. The presence of indecent, impious and unsightly drawings on the walls of the cells, and also of improper pictures.
9. The unsatisfactory food conditions with respect to quantity and quality.
10. The lack of exercise opportunities for the prisoners in the outside corridors, thus confining them for long periods in the small inside corridors.
11. An apparent lack of knowledge of the conditions existing in the jail. This was evidenced by the surprise manifested by the sheriff when he saw the manner in which the food was served, and when he saw the nude man in the north side corridor, and when he heard of the prisoners' petition.

#### RECOMMENDATIONS.

1. An adequate supply of sheets and pillowcases and new mattresses should be provided for the prisoners. Blankets should be washed at least once a month and a fresh blanket should be given to each new prisoner.
2. The prisoners should be compelled to clean and arrange their beds every morning and also keep their cells tidy.
3. Pictures of a questionable character and indecent drawings should not be allowed to remain on the partitions of the cells.
4. The utility corridor should be kept free from dirt and rubbish and rubbish cans should be emptied daily.
5. A padded cell, or another part of the jail, preferably in the basement on the south side, should be used for prisoners under observation.

6. Blankets used in the *tramp-room* should be washed frequently because of the questionable cleanliness of the nightly lodgers, and should be aired daily.

7. Prisoners should be made to bathe upon admission and at least once a week. Towels should be supplied to each prisoner before bathing and collected after bathing.

8. The unsanitary and unsightly condition of the bases of the toilet niches should be remedied without delay.

9. The prisoners should be regularly exercised in the outside corridors of the jail. This practice will help to work off the surplus energy of men living under unnatural conditions and thus make them less restless and minimize the problem of discipline and order.

10. The sheriff should make it a practice to visit the jail once daily in order to converse with prisoners who may desire to hold conference with him, and also to become thoroughly familiar with the workings of the details of the jail management.

11. Care should be exercised by the jail officers to prevent the use of the shower-bath compartment as urinals and to further insist upon a better standard of cleanliness in them.

12. The system of paying the sheriff twenty-five cents per diem for the board of each inmate should be discontinued. This undesirable system has been discontinued in practically every county in this State and a more satisfactory system has replaced it. The following system is recommended: The food supplies should be purchased by the sheriff, or a committee appointed by the Board of Supervisors, and the bills for the foodstuffs should be submitted to a committee appointed by the Board for ratification, and then paid by the County Treasurer.

13. The services of a salaried male cook should be engaged.

14. The quantity and quality and variety of the food served to prisoners should be improved.

15. A matron should be employed. This is necessary, first, to assure the protection of female prisoners and to make possible their proper supervision, and secondly, to protect the management from embarrassing allegations.

The following changes were noted subsequent to the inspection of March 8th:



1. Grand jury prisoners are now kept on the first floor which was originally designed for their detention. This is in accordance with recommendation made in our previous report.

2. The beds in the rear section of the tramp-room in the basement have been repaired. This is also in accordance with the recommendation in our previous report.

3. The cleanliness of the kitchen was much improved and the eating pans are now kept in a closet in the kitchen. The uncleanness of the stove and the need for placing the eating pans in a different place than over the stove were pointed out in the body of our previous report.

4. The uncleanness of the female section was much improved. The need for this was also pointed out in our previous report.

5. The broken bottles and rubbish that were found on the top of the cellblock at the time of previous inspection have been removed. The need for this was shown in the body of our previous report.

The following changes were made subsequent to the inspection of August 17th, and as a result of the recommendations made in the report of August 17th:

1. New mattresses have been obtained and distributed.
2. More sheets and pillowcases have been distributed.
3. Temporary arrangements have been made for locking the cells on the first floor, south side, until the Pauley Jail Building Company make permanent repairs.
4. The nude prisoner, who was found on the first floor, north side, was isolated in one of the cells in the basement, as was suggested by the inspector.
5. Undesirable pictures and drawings have been removed from the walls of the cells. Strict instructions have been given by the sheriff that the practice of placing drawings and pictures on the walls will not be tolerated.
6. Prisoners are now compelled to bathe at least once a week and upon admission.
7. The quality and quantity of the food served to the prisoners has been much improved. Prisoners have testified to this effect.
8. The sheriff has declared himself willing to follow suggestions made in our reports and states that he is anxious to conduct the details of the jail management in accordance with approved standards.

## WARREN COUNTY JAIL, LAKE GEORGE.

INSPECTED JUNE 11, 1915, BY E. R. CASS.

The jail is under the supervision of the under-sheriff, M. R. Smith.

This small jail is built along comparatively modern lines and can accommodate a small number of prisoners.

On the lower floor, grand jury section, there were four prisoners, three of whom were adults and one a minor male prisoner, eighteen years of age. The boy was the son of one of the adult prisoners. This, of course, was not in compliance with Section 92 of the County Law which requires that adults be separated from minors. The under-sheriff felt that in this particular instance a point might be stretched. The boy was confined with his father.

All parts of the jail were clean and in order. The prisoners were satisfied with their treatment and food.

The bar work and the cells on both sides of the second floor were being painted. It is planned to do the same on the first floor.

Previous recommendations advising the installation of a padded cell have not been carried out. The need of such a cell has frequently been keenly felt by the management. Only recently two prisoners were sent from the jail to the insane asylum at Utica. A padded cell would have greatly helped the managing of one of these men. A cell of this kind not only protects a prisoner from his own violence but also those who have to come in personal contact with him.

It is gratifying to report that the county officials and the jail officials are trying to use the labor of the convicted prisoners. There were two men working in the jail and five on the highways of the town of Lake George, under the supervision of the town highway commissioner, sweeping the streets, cleaning the gutters, etc. This has become a regular part of the daily routine. During the spring of this year the prisoners were employed in widening a section of the main street, approximately 21 feet by 600 feet. The prisoners did grading and removed soil from the road to the front of the public park. In all, about 2,000 cubic yards were moved by means of wheelbarrows and as many as fourteen prisoners at a time were employed. The prisoners also assisted in laying the roadbed of the section of the main street that was widened. On the day previous to the date of inspection the prisoners were employed at spreading sand over a portion of newly oiled roadway. The Town Board voted \$1,600 for the laying of a new roadbed in a part of the main street of the village. The lowest bid that could be obtained from

contractors to do this work was \$1,690. It was thereupon agreed by the contractor who submitted a bid for this amount that he would do the work for \$1,600, providing the prisoners would do a sufficient amount of rough work to make up the difference of \$90. The rough work was done by the prisoners under the supervision of the jail officials. Further work was done by the prisoners during the spring in the building of 600 feet of cement walk and the setting of curbstone on the east side of the main street. It is further planned, providing the funds can be raised, to utilize the labor of the prisoners in building a lake wall on the village park front. The stone of this work has already been moved by the prisoners from the west side of the park to the waterfront.

#### RECOMMENDATIONS.

1. A padded cell should be installed in the jail.
2. The county and town authorities are urged to further develop the present use of the labor of sentenced prisoners.

#### WASHINGTON COUNTY JAIL, SALEM.

INSPECTED JUNE 9, 1915, BY E. R. CASS.

The sheriff of the county is R. E. Warner, but he does not make his headquarters at the jail.

During the past winter the average number of prisoners serving sentence has been about fifty-five and the maximum number was seventy-nine, the highest in the past eleven years. The normal average number of prisoners serving sentence is about thirty.

The prisoners receive two meals per day, and the average per capita weekly cost of maintenance, including the under-sheriff's family, is ninety-seven cents.

All three floors of this jail were very clean. The cells on the bar work on all three floors have been painted white and the side walls a faint sky blue. The light color improves greatly the general appearance and relieves the natural gloom of a jail atmosphere.

The laws relative to classification and segregation of the prisoners were strictly observed.

The prisoners were satisfied with their food and treatment.

On the third floor in the hospital room on the side of the hall, facing the under-sheriff's residence, a male prisoner serving sentence for illegally selling liquor was confined. This hospital room is directly adjacent to the female section and separated from the

same by a steel partition with a doorway in it. There was one female prisoner in the female section. The other side of the jail, similar in design, was unoccupied. It was pointed out to the jailer that although the steel partition separated the male and female prisoners, it was inadvisable to have them so close together, within hearing distance.

Another point of criticism seems justified in the case of the men occupying the hospital room. It is very much a question whether special accommodations should be given to prisoners. In the cells below were men convicted of vagrancy and minor offenses, but they had to occupy the regular-sized cell. If there is a difference in the two crimes, that is, train riding and illegally selling liquor, perhaps the train riding should be given more consideration. On the whole, the principle of making special concessions is bad. This jail is built along modern lines and the accommodations are good. No serious hardship would be imposed by assigning any prisoner to one of the cells. In the case of the prisoner occupying the large hospital room there was plenty of available cell room on the floors below, and in one instance an entire row of cells on one side of the cellblock was unoccupied.

The most serious problem that confronts the authorities of Washington county is the condition of deplorable idleness among the prisoners serving sentence in the jail. This condition represents a system which imposes an unfair financial burden upon the law-abiding citizen, and also works injustice toward the prisoner, inasmuch as with a daily routine, the principal part of which is idleness, possible reformation is handicapped.

The jail is at times in reality a lodging-house. At certain seasons of the year men of a certain type are anxious to become prisoners. They are acquainted with the system. They know that their meals are forthcoming and that they are assured of a warm and clean place in which to sleep. In other words, to be relieved of the responsibilities of life, the chief of which is earning one's livelihood, all that a man has to do is to commit a minor offense. Under Section 93 of the County Law, the Board of Supervisors are authorized to establish some form of employment for the inmates of the jail. The activities in other counties will show that the various boards are cognizant of their authority and are anxious to obviate the unsatisfactory conditions which prevail.

A jail farm is highly desirable and the only objection that can be raised is that it provides work only for part of the spring, all of the summer and part of the fall, thus leaving the winter and the early spring months with practically no work.

Because of recent legislation it will be possible to establish an industry in a county jail and make it a part of the State Prison industries; that is, arrangements can be made, through the Prison Commission and the Prison Department, so that articles manufactured in the jails can be disposed of by the Prison Department to various institutions throughout the State.

The Board of Supervisors is urged to deal with the problem of idleness immediately, by appointing a committee to confer with the superintendent of highways, with the sheriff, the Prison Commission, the Prison Department, and others interested, in order that some definite plans may be formulated.

#### RECOMMENDATIONS.

1. A padded cell should be provided. A cell of this kind not only protects an inmate from his own violence but also safeguards the management from unwarranted suspicion of brutality.
2. There should be three meals a day, the third consisting of coffee and bread. Perhaps some fried or boiled potatoes can be provided without much additional cost.
3. A fumigating apparatus should be installed in the basement and jail uniforms provided (no stripes). Upon admission the prisoner should bathe thoroughly and be given a jail uniform before being assigned to the jail proper. His clothes should be fumigated and stored away until the time of his release. With a system of this kind good sanitation can be assured and the task of keeping the jail clean greatly facilitated.
4. An opportunity for outdoor exercise should be granted to the prisoners, especially those awaiting the action of the grand jury.

#### PROGRESS MADE.

1. The jail has been painted.
2. An electric rotary washing machine has been installed. It is now possible to satisfactorily do the necessary laundry work. A recommendation to this effect was made in a previous report.

#### WAYNE COUNTY JAIL, LYONS.

INSPECTED APRIL 22, 1915, BY E. R. CASS.

The sheriff of the county is J. Collins. Mrs. Collins acts as matron and cook.

The total population at the time of inspection numbered two adult males awaiting trial. Both of these prisoners were employed by the sheriff. The sheriff believes thoroughly that every man should work and he uses the labor of court prisoners when it is practicable.

The very small, old-fashioned jail is still in use. The cells are of the stone vault-like type. The bucket system is employed and must be entirely depended upon in the absence of flush toilets in the corridors.

There are no satisfactory bathing accommodations. A large tin tub is used and the water is brought in from the sheriff's quarters. It is said that the construction of a new jail is being delayed until the new sewer system is completed.

All parts of the jail were clean. The jail has been recently painted and whitewashed. The use of whitewash is not very advisable.

The two prisoners detained at the time of inspection were thoroughly satisfied with the way the sheriff takes care of them.

#### RECOMMENDATION.

The use of the old antiquated jail should not be continued any longer than is absolutely necessary.

#### WESTCHESTER COUNTY JAIL, WHITE PLAINS.

INSPECTED SEPTEMBER 3, 1915, BY PHILIP KLEIN.

The sheriff is Ulrich Wiesendanger and the warden is John H. Hill.

In previous inspection reports and descriptions of this jail, it has always been emphasized that the construction of the institution, particularly the large male hall, makes the proper separation of different classes of prisoners impossible. It is, therefore, not the fault of the administration that the laws regarding the proper classification and segregation of prisoners are not being carried out. The administration endeavors to segregate the different classes so far as possible, but the possibilities are slight. In a general way all men serving sentence are kept on the first and second tiers, while the third and fourth tiers are reserved entirely for those awaiting trial or the action of the grand jury. Colored men awaiting court action are generally kept on the third tier east. At the time of the inspection there were four cells vacant on that side of this tier. Minors are

generally kept on one side of the first and second tiers, but for purposes of discipline, and occasionally by request of the district attorney, groups of minors are separated and some placed on the fourth tier east. The prisoners exercise in the narrow corridors of their own tiers, so that commingling of different classes of prisoners is not so much physical, as by conversation, for there is nothing in the way of their calling from tier to tier.

Only two instances of infraction of the law of classification were found by the inspector. One was the confinement of an eighteen-year-old boy with an adult in the same cell. It was stated that this was an oversight and only temporary and that the boy would be immediately taken out of that cell. The other case was that of a boy, held as a material witness, detained in the jail proper instead of in that part designated for the detention of witnesses. But the officer in charge stated that the boy was a witness in a complicated case of incest, and that his fears of the degenerate nature of the boy led to his removal of the boy from the witnesses' quarters.

On the first tier, several cells are still used as lockup cells for White Plains. Particularly Cells Nos. 8 and 9 are used for this purpose. These cells have no regular bunks, but simply boards, and are therefore often used for mild disciplinary confinement. There were two boys in cell No. 7 thus confined. The cells on the first and second tiers have two bunks each, while those on the third and fourth tiers have only one bunk to a cell. Hot and cold water is supplied with washbasins in each cell, except on the first tier east, where cases of intoxication, or those temporarily out of their minds, are kept, and in whose cases it is deemed inadvisable to have hot water supplied in the cells.

Prisoners are allowed to exercise in their respective corridors from 8 to 11 a. m., 1 to 3 p. m., and 5 to 7 p. m. There is no outdoor exercise for any of the prisoners as there is no jail yard available. This is a serious omission.

Prisoners are required to bathe at least once a week and may bathe as much oftener as they please. Control to the effect that at least a weekly bath is taken by each prisoner is exercised by requiring all prisoners on certain tiers or parts of tiers to take a bath on certain days of the week.

Fourteen prisoners are employed as tiermen for cleaning and general work on the tiers. These tiermen have general charge not only of the cleanliness but of the distribution of food and of the opening and closing of gates within their corridors, etc. They are also responsible for the return of spoons distributed at mealtime. Seven additional prisoners work in the kitchen, bakery and laundry.

The midday meal, on the day of inspection, consisted of two fish-balls, baked beans with tomato sauce and bread for each prisoner. The inspector tasted the food and found it satisfactory in quality. The amount served was also satisfactory. Prisoners working are given a greater quantity of the same food. The food was distributed in agateware pans and was hot when it reached the prisoners.

The jail physician was at the institution at the time of this inspection. He keeps three sets of records; one a time sheet, in which he states the time of his arrival and departure; another, in which duplicate record is made of the name and treatment given to each prisoner seen. A third record contains the prescriptions signed by the physician and taken to an outside druggist for compounding. The business-like activities of the physician are highly commendable. It was stated by him that notice had been given to the authorities of Westchester county that no commitments to the New York County Penitentiary would be admitted to that institution until the typhoid quarantine there was raised, unless prisoners transferred were inoculated against typhoid. The physician therefore expected that a number of such inoculations would have to take place at the jail in the near future.

The staff of the jail has been increased since January 1, 1915, by the addition of a clerk. There were no other changes. The warden has a first assistant, Samuel T. Horton, who was in charge at the time of this inspection. There is a second and a third assistant, each of whom is in charge during eight hours of the day. There are two keepers with the first assistant, who has charge during the working hours of the day, and one man with each of the other assistants in charge during the rest of the twenty-four hours. There are three matrons, also on eight-hour shifts.

The whole institution, including the male department, the department for witnesses, the female department, the kitchen, bakery, etc., were clean and in good order. The administration of the jail appears to be very satisfactory. There were only some water-bugs found in the pantry near the kitchen, but it was stated that with the best efforts the administration had been unable to succeed in their complete eradication.

#### RECOMMENDATIONS.

**Conditions in this county jail cannot ever be satisfactory unless the three principal faults are remedied, either within the present jail or by the building of a new jail. These faults are:**

1. The impossibility of proper classification of prisoners in accordance with the law.
2. The lack of a jail yard for outdoor exercise of all prisoners.
3. The lack of a sufficient supply of labor to occupy all prisoners serving sentence.

Therefore, the construction of the new institution should be expedited.

#### PROGRESS MADE.

The necessary money has been appropriated for the purchase of a site and the construction of a county penitentiary and plans have been drawn and approved. When this new institution is completed the congestion in the county jail will be greatly relieved, and, therefore, it will be possible to classify and separate the prisoners more satisfactorily. The impossibility of properly separating the prisoners in the present jail has been repeatedly emphasized in our previous report.

#### PEEKSKILL JAIL, PEEKSKILL.

INSPECTED MARCH 3, 1915, BY E. R. CASS.

The jail is under the control of the village board of trustees, consisting of six members, the chairman of which is L. F. Crumbe.

The jail staff consists of a jailer, L. B. Travis, who receives no regular salary, but does receive 15 cents per meal per prisoner per day. There is no regularly employed matron, but it was said that when women are detained a matron is engaged at a fixed daily rate.

The jail is a two-story-and-basement fireproof structure built of concrete blocks, the interior floors of cement, the stairways of steel. The roof is flat.

The building is heated by steam and lighted by electricity, has exposure on three sides, and an adequate supply of light can enter through the windows.

The jail was completed about January 3rd of this year. It was built and is maintained by the village of Peekskill for the detention of persons arrested and convicted by the justices of the peace in Peekskill for sentences not longer than thirty days. By caring for the short-term prisoners the village of Peekskill saves some of the cost of transportation for these prisoners and guards to the county

jail at White Plains. Inasmuch as the jail receives prisoners who would ordinarily go to the county jail, if it were not for the special arrangement between the village and county authorities, the jail at Peekskill can be called a branch of the Westchester County Jail for the detention of Peekskill prisoners only.

The first floor consists of two separate parts, each accessible from the basement and also by separate doorways from the front part of the building, which is occupied by the city police department. One-half of the first floor contains a series of eight cells, the dimensions of which are 8 feet 3 inches by 5 feet 3 inches by 8 feet 2 inches. The side walls and the backs of the cells are built of concrete, and the fronts consist of steel barring, with a sliding door for each cell.

The equipment of each cell consists of a water-closet in a niche and one iron hinged bed. The bedding consists of a mattress and blanket. The fronts of the cells face the east side wall of the building, in which there are five good-sized windows which operate on the up-and-down sash plan. The rears of the cells are separated from the dividing wall by a utility corridor in which the plumbing and ventilators are located. The space between the east side wall of the building and the fronts of the cells is divided into two corridors, one the inside or prisoners' corridor, and the other the outside or jailer's corridor. At the time of the inspection the men had free access to both corridors. In the southeast corner of this section there is a large and well-equipped shower-bath compartment. On the west side of the same floor, but separated from the east side by a solid wall, is a section intended to accommodate juvenile male prisoners and female prisoners. In this section, the series of eight cells is divided into two parts, five cells in one part, and three in the other. The rears of the cells are separated from the dividing wall by a utility corridor. The fronts are separated from the west side wall of the building by two corridors, one on the inside and the other on the outside. The 3-cell section and the 5-cell section are separated by an open-barred partition. Unfortunately, this construction defeats the original purpose of separating the inmates of the two sections. The cells are similar in size and equipment to those on the east side.

There is a good-sized room, containing a modern type of bathtub, washbasin and toilet. This equipment is very satisfactory. There is also a large wardrobe for the use of the female prisoners.

The second floor is accessible by a steel stairway, located in the east side of the first floor. Built in the center and up against the

north end of the second floor, are two series of cells seven cells in each. The fronts of the cells face the west and east side walls respectively. The rear of each series faces a separate utility corridor. Each cell is equipped with an iron hinged bed and toilet in the niche. The bedding consists of mattress and blanket. There is an electric light embedded in the ceiling of each cell, so that prisoners cannot tamper with it, and yet the full benefit of the light is had. There are four large windows in the west side wall and five in the east. In the southeast corner there is a satisfactory shower-bath and compartment, and in the southwest corner a large porcelain sink. The space between the fronts of the cells and the side walls on the east and west sides respectively is also subdivided into two parts, one a prisoners' corridor and the other a jailer's corridor.

In the basement, which is accessible from the yard and also by a stairway from the east side of the first floor, there are the kitchen, two storerooms, a dining-room for the male prisoners and a separate dining-room for the female prisoners. The kitchen and the two dining-rooms are well lighted and well equipped. In the south end, west side, of the basement, and directly beneath the police headquarters main room, on the first floor, is a tramp-room. This room is 21 feet 6 inches by 20 feet 2 inches, and is equipped with electric light, a metallic ceiling and wooden boards on which the lodgers sleep. The room is under the supervision of the police officers. The lodgers do not receive any meals. In a separate section, adjacent to this room, there are toilet and washing facilities.

There is no wall around the building, and because the prisoners on the two floors and in the basement are given the freedom of the floor space, it would be quite easy to smuggle in contraband goods. The jailer said that he has had no reason to suspect anything of this kind.

It was quite difficult, and in some cases impossible, to operate some of the windows in the side walls because dampness had caused the sashes to swell. The outside of some of the window-panes were not very clean.

There are no drains, or gutters, in the concrete floors so that they can be thoroughly flushed or washed.

The cleanliness of the jail throughout was entirely satisfactory and there was every evidence that the jailer in charge was endeavoring to execute his duties satisfactorily.

#### RECOMMENDATIONS.

1. The present system of remunerating the jailer for his services is in part a survival of the old and decidedly

objectionable fee system which existed at one time in practically, all of the jails throughout this State. The fact that this system, except in three counties, has been discontinued, demonstrates conclusively that it is a wrong basis on which to defray the cost of food and the supervision of the prisoners. With a system of this kind there is much opportunity for injustice, both to the prisoners and to the management. It is therefore recommended that the county adopt the plan which is in vogue in the other counties, thirty-one of which are feeding their prisoners three meals a day at less than \$2.00 per week per prisoner.

The plan is, that the jailer be paid a regular monthly salary, and that the town board authorize a committee, or the jailer, to purchase the food supplies and submit the bills to the authorities for payment.

2. The window-frames should be adjusted so that the window-sashes can be operated.

3. In repainting the iron bar work of the front of the cells, white or aluminum paint should be substituted for the black paint now in use. The general atmosphere of the room will be greatly improved by a light color.

4. The ventilators in the different utility corridors should be kept open at all times. They were installed to carry off the foul odors from the toilets and if the practice of keeping them closed is definitely established the results might be serious.

5. Precautions should be taken to prevent communication between the prisoners and persons on the outside through the windows. This can be done for the windows in the basement and on the first floor by placing a heavy steel mesh in front of them.

6. The grounds in the rear of the jail and in the north-west corner should be levelled and otherwise improved.

7. There is plenty of available space in the rear of the jail which could be transformed into a jail yard in order to give opportunity for daily outdoor exercise.

#### WYOMING COUNTY JAIL, WARSAW.

INSPECTED APRIL 17, 1915, BY E. R. CASS.

The jail is under the supervision of the newly elected sheriff, W. A. MacRae, who holds office on a salary basis, the fee system

having been discontinued. The sheriff's wife acts as matron at a salary of \$400 a year. The jailer is Elmer Fuller, who receives a salary of \$500 a year and maintenance.

The first floor, south side, was unoccupied. In several instances, mattresses were not carefully placed on the iron beds. The bar work and the interior of the cells have been painted white, with a small amount of black trimming. The steam pipes have been painted and the side walls whitewashed.

The first floor, north side, is used for the detention of men serving sentence. The same unfortunate condition with respect to inadequate light and air exists because of the large wagon-shed built on adjacent property, close to the jail windows. It is necessary in this part to have gaslight during the day. The interior of the cells is very dark. There are six cells. There were five prisoners assigned to this section. Some cells were occupied by two prisoners. Doubling-up in the cells is most undesirable, and when there is a sufficient number of cells to allow one cell to a man, doubling-up should be prohibited.

New mattresses are needed for the beds. The sheets and pillowcases were clean. The prisoners should have more care in the general cleanliness of the cells and the mattresses. Prisoners who will not cooperate with the management to promote satisfactory cleanliness should be disciplined.

The shower-baths on the first floor were satisfactory. On the second floor the rooms on the north side have not yet been painted, although this is planned.

On the south side of the same floor the cage has been painted white, with black trimming. New mattresses and new beds are very much needed. The use of the wooden-frame beds should be immediately discontinued.

In the rear of this side of the second floor there is a tramp-room, large enough to accommodate about three men for night lodging only. No beds are provided, only blankets. The lodgers must sleep on the hard cement floor. Aside from the standpoint of common decency, the fairness of this is questionable. It must be remembered that not all men who apply for a night's lodging are necessarily of the good-for-nothing type of mankind. There are many men unable to find work in their own communities who set out with practically no means and with every good intention to find employment in another town or city. For this particular type of man, such crude accommodations do not exemplify "a helping hand" spirit to worthy cases from the people of the community.

All parts of the second floor were fairly clean.

New washtubs are needed in the laundry. Some of those now in use are cracked and leak.

The county jail is used by the town of Warsaw as a lockup. During the winter the number of night lodgers in the small room on the second floor of the county jail was often as high as thirteen a night and has averaged between five and six. No definite arrangements have yet been made between the town and the county authorities to pay for the cost of boarding these lodgers. The night lodgers give much trouble to the jail management, making it difficult to preserve a standard of thorough cleanliness throughout the jail. They bring with them much dirt and vermin which is bound to find its way into other parts of the jail. There are no special facilities for bathing and the fumigation of clothing.

The authorities of Wyoming county are to be commended for discontinuing the fee system for the boarding and caring of prisoners. The present sheriff has not had sufficient time to become entirely familiar with the different requirements relative to the care of the jail, but nevertheless was quite willing to be advised and was apparently desirous of cooperating for the best interests of the inmates and the county.

#### RECOMMENDATIONS.

1. The shed on the north side of the jail should be removed. It mars the appearance of the county property and works injustice and hardship upon the inmates of the jail, especially those confined on the first floor. It robs them of light and air. This is not just; in so much as light and fresh air are the indisputable property of every man, irrespective of his circumstances, the county authorities should not tolerate this condition. It is a crying shame that it should exist.

2. The village of Warsaw should have a lockup of its own.

3. The locks on the doors of the cells on the first floor should be readjusted in order that they may work properly, and insure the safe-keeping of inmates.

4. While the average population of prisoners serving sentence hardly justifies the establishment of a large and permanent form of employment, such as highway work, quarry work, or a county jail farm, it is strongly urged that the Board of Supervisors use their authority, under Section 93 of the County Law, to take advantage of every opportunity to utilize the labor of the inmates serving sentence in the

jail. Prisoners should be employed both for their own welfare and that of the people of the community. Idleness is a barrier in the path of reformation. Its evils are many, and, ultimately, prisoners subjected to a sentence of idleness deteriorate physically, mentally and morally and become a burden and a menace to the county. The honest, law-abiding citizen must work daily in order to be fair with himself and those dependent upon him; therefore, there seems to be no reason why a man who violates the laws of the community should be permitted to surrender his responsibilities of sustaining himself and his dependents and thus become a public charge. In Tioga county the prisoners are employed not only on the highways but also on the county poorhouse farm which is about three to four miles from the jail. Possibly arrangements can be made to utilize some of the jail labor on the Wyoming county poorhouse farm.

5. New iron beds for the rooms on the second floor should be purchased. New mattresses should be purchased and distributed throughout the jail; also some new blankets.

6. New washtubs should be installed in the laundry.

7. The toilets throughout the jail should be painted and scrubbed. A coat of red lead should be applied before the finishing coat of paint.

#### PROGRESS MADE.

1. The fee system has been discontinued, thereby improving the business standard of the administration of the jail. In our previous reports it was strongly urged that Wyoming county follow the lead of most of the other counties and abolish the fee system.

2. The sheriff states that the village of Warsaw is soon to have a lockup of its own. This he has learned from the village authorities. In our report we have suggested that this be done.

3. The locks on the doors of the cells on the first floor have been readjusted. The need for this improvement was pointed out in one of our inspection reports.

4. Good iron beds and some new mattresses and blankets have been placed in the rooms on the second floor to take the place of the ones that appeared unsatisfactory at the time of the last inspection. An improvement of this kind was suggested in our inspection report.

#### YATES COUNTY JAIL, PENN YAN.

INSPECTED APRIL 22, 1915, BY E. R. CASS.

The sheriff of the county is L. R. Bates. He is assisted by a jailer and a matron.

The average number of prisoners serving sentence is about three.

A thorough condition of cleanliness existed in every detail on both floors of the jail. The tramp-room was clean and was arranged in an orderly manner. During the year 1914 there were 184 night lodgers. Since January 1, 1915, there have been eighty.

The jail is used also as a village lockup. The sum paid to the county by the village is determined by the average cost per meal.

In the basement, beneath the stairway leading to the first floor, is a drain which runs into an old sewer line. This sewer line was discontinued because it did not slope sufficiently to permit satisfactory drainage. Quite frequently a disagreeable odor of sewer gas comes from this old drain. This makes it necessary to use much disinfectant, which, of course, is not an adequate remedy. The toilets and washbasins drain into the new sewer line which apparently gives satisfactory service. The presence of the old sewer line brings about a serious unsanitary condition which should be remedied.

The laws relative to the classification and separation of prisoners were observed.

The prisoners spoke very highly of the treatment accorded to them by the sheriff and had no complaints to offer relative to the food, either as to its quantity or quality.

The stoneshed is no longer used as the means of employing the prisoners. Satisfactory arrangements have never been made for the disposition of the broken stone. The authorities plan to employ the prisoners during the coming season on a small garden about one-half acre in size. This garden was worked last year with satisfactory results both as to products and as to the employment of the prisoners.

#### RECOMMENDATIONS.

1. If the jail population warrants an additional grand jury meeting during the year, one should be held. Much injustice and hardship is imposed upon prisoners awaiting the action of the grand jury when only two meetings are held during the year. It is a question whether the county authorities are justified in permitting a system to exist, which, even with the best jail conditions, holds for long



periods men unconvicted of crime under circumstances which bring about moral and physical deterioration. This county is one of the very few in this State in which there are only two meetings of the grand jury each year.

2. It is strongly recommended that the county authorities utilize the labor of the prisoners whenever possible.

3. The wooden stairway, which is the only means of access from floor to floor, presents a serious condition in the event of fire, and should be replaced by an iron one.

4. One iron partition in the corridor in the north end of the first floor and two iron partitions in the corridor in the south end, with a doorway in each, would make it possible to keep the grand jury prisoners separate from the prisoners serving sentence. It would further allow the sheriff to permit the trustworthy prisoners the use of the outside corridor on each side of the cellblock without violating Section 92 of the County Law which provides for the separation of the various classes of prisoners.

5. The unsanitary and possibly dangerous condition brought about by the unused sewer line, located in the basement beneath the stairway leading to the first floor, should be remedied.

#### PROGRESS MADE.

1. New mattresses have been distributed.
2. The inner face of the side wall of the jail on the first floor has been painted white and the heating pipes bronzed, also the toilet niches.
3. The bar work in the corridors on the first floor has been painted white. This work was done by the prisoners.

## DEPARTMENT OF CORRECTION, CITY OF NEW YORK.

INSPECTIONS BY PHILIP KLEIN.

Commissioner of Correction — Miss Katharine B. Davis.

The Department of Correction has jurisdiction over all the prisons within the Greater City of New York, for the detention of prisoners during examination or trial, and for those serving sentence, with the exception of the following institutions: The New York House of Detention for Witnesses in criminal cases, which is now under the jurisdiction of the Police Department; the civil prisoners under charge of the sheriffs in New York, Kings and Queens counties; the county jails for both criminal and civil prisoners for Richmond and Bronx counties; and the police station houses or lockups.

#### Organization of the Department.

There has been no important change in the organization of the Department. The Department of Correction is headed by a commissioner, receiving a salary of \$7,500 annually, and assisted by a deputy commissioner, at a salary of \$5,000 a year. There are several bureaus or divisions in the department, as follows:

1. Executive.
2. Audits, accounts and records.
3. Purchase and storage of supplies.
4. Prison service.
5. Ferry, van and truck service.
6. Prison industries.

Of these, Nos 1, 2 and 3 are situated in the administrative offices in the Municipal Building. No. 5 is largely concentrated at the office of the foreman of stables at the foot of 26th Street and East River. (For greater detail consult Annual Report of Prison Association for 1914).

The following institutions are comprised within the Department of Correction:

City prison, Manhattan, in charge of a warden.	
City prison, Brooklyn, in charge of a warden.	
City prison, Queens, in charge of a warden.	
Second district prison, Manhattan	} In charge of a warden of district prisons; each under a keeper in charge.
Third district pen,	
Fourth district prison,	
Fifth district prison,	
Sixth district pen,	
Seventh district prison,	
Eighth district pen,	
Tenth district pen,	

Workhouse, Blackwell's Island, in charge of a warden.  
 Penitentiary, Blackwell's Island, in charge of a warden.  
 Branch penitentiary, Hart's Island, in general charge of a warden.  
 Branch workhouse, Riker's Island, in charge of a deputy warden.  
 City Reformatory for Male Misdemeanants, [In charge of overseer; New Hampton  
 under direct charge of farm super-  
 intendent. New Hampton, N. Y.]

The city prison, Manhattan, also serves as the first district prison, Manhattan. The city prisons of Brooklyn and Queens serve as prisons for all district courts of those boroughs or counties.

*Functions of the institutions.*—No person is admitted as an inmate of any institution under the Department of Correction unless properly committed by a judge. Practically all the admissions into the department are first made by such commitment. In the Boroughs of Manhattan and Bronx, therefore, the distribution of district prisons or pens is parallel, practically, to the distribution of district magistrates' courts. The first district magistrate's court remands prisoners to the Tombs; the second, fourth, fifth and seventh district magistrates' courts have prisons in adjoining buildings. For the third, sixth, eighth and tenth districts, "pens" are provided, also under the Department of Correction, where prisoners are detained until the close of court. At the end of the court session, those from the third district pen are transferred to the second district prison. Those from the sixth, eighth and tenth district pens, to the fifth district prison. Of the district prisons, the fourth district is the only one where there is no female department, so that women prisoners from there are transferred to the seventh district prison.

As a general rule, prisoners remain at the district prisons, or pens, only so long as they remain under the jurisdiction of the magistrate. If prisoners are held for the courts of special sessions or general sessions, they are, as soon as practicable, transferred, in Manhattan to the Tombs; in the Bronx to the Bronx county jail.

In Brooklyn and Queens there are no district prisons. The city prison in each borough serves as a general remand prison for all district magistrates' courts. These prisons therefore combine the functions that in Manhattan are divided between the district prisons and the city prison, or Tombs. As a general rule, therefore, prisoners held for special sessions, for general sessions, for county or supreme court, are found only in the three city prisons of Manhattan, Brooklyn and Queens, and lesser cases are found in the district prisons of Manhattan and Bronx, and also in the city prisons of Brooklyn and Queens; an anomalous condition exists in Bronx county, where the Department of Correction has jurisdiction over

two district prison pens, but has no jurisdiction over the county jail, to which serious offenders are transferred, who are held by the magistrate for the county court or supreme court.

Persons sentenced by the various magistrates, special sessions, general sessions, supreme and county courts of the City of New York, may be sent either to institutions within the city, under authority of the Commissioner of Correction, or to institutions outside the city. The institutions for convicted prisoners under the Department of Correction are principally the Workhouse, the Penitentiary and the City Reformatory for Misdemeanants. But persons may be sentenced to the various city prisons; these cases, however, are not important or numerous. Sentences to the Workhouse are for six months or less for minor offenses; to the Penitentiary, generally, for not more than one year, although, as pointed out below, there may be longer sentences. The conditions of admission to the City Reformatory are also set forth below. Transfers to these institutions are generally made by the department vans.

It is against the law to employ prisoners who are not convicted. Therefore, the domestic labor, such as cleaning, cooking, etc., in the various city and district prisons is done by prisoners who are either sentenced to a term in such prisons or are transferred from the Workhouse or the Penitentiary for the purpose of performing such work. The administration of the city and district prisons therefore presents quite a difficult problem, inasmuch as the differences in rights, privileges and duties of the convicted and unconvicted prisoners must be observed.

*Condition of institutions.*—The sad fact of the entire unfitnes of most of the institutions of the department to care for their wards in a manner approved by modern standards will probably have to be commented on for years to come. Nothing can make the Penitentiary and the Workhouse properly habitable or render the jumble of poorly constructed frame houses on Hart's Island an institution deserving the name. Nor can the district prisons, without drastic change, be made satisfactory, or the Tombs annex be made even presentable. Yet a number of definite improvements have taken place and will be indicated under the respective institutions.

General progress may be recorded in the practically complete abolition of the stripes from the Penitentiary and the almost complete abolition of them at the Workhouse. Blue suits of pleasant appearance are now used for the winter and khaki suits are being prepared for use in the summer.

The medical work has been largely improved by the addition of one physician on Hart's Island, and one at the Penitentiary; also by an increase in the number of nurses in the Workhouse hospital; but a general reorganization of the medical service has not taken place nor have satisfactory standards been adopted. In the budgetary request for 1916 the Department asked for a general medical superintendent to organize the medical service on lines suggested by the Prison Association in its last report. The request was denied by the city authorities and conditions are much as they were. More specific statements will be made in respect to the individual institutions below.

In the following inspections of institutions no definite dates are given because most of the institutions were visited frequently when no definite inspection was made or reported upon, and because the regular inspections have been too frequent to allow a full reproduction.

#### THE PENITENTIARY, BLACKWELL'S ISLAND.

In addition to the numerous visits to the penitentiary during the year, the Prison Association undertook, in the spring of 1915, a comprehensive study of the conditions at the institutions. A ten-thousand word report of the inspection was submitted to the Department of Correction. Subsequent to that report, the Prison Commission held an investigation at the Penitentiary in which the findings of the Prison Association were substantiated. The investigation was followed by the grant of leave of absence to the warden, Patrick Hayes, whose rigorous methods and adherence to superseded penological principles were largely responsible for the conditions found. These were of course aggravated and in many instances conditioned by the inadequate and superannuated physical plant of the institution.

Instead of reproducing that full report, we present here only the conclusions and recommendations of the inspection by the Prison Association. The census at the time of the inspection was in the neighborhood of 1,800 in the institution proper, not counting those prisoners who had been transferred to Hart's Island, Riker's Island and the city prisons. Approximately 700 prisoners were doubled-up in cells, the largest of which are 5 feet 6 inches by 8 feet by 7 feet 6 inches, containing approximately 331 cubic feet of air space, and the vast majority of which (736 cells out of 1,104) are only 3 feet 8 inches by 7 feet 6 inches.

Following are the conclusions and recommendations contained in the report referred to:

The general conditions at the Penitentiary have been found unsatisfactory, principally in respect to the items enumerated below. Some of them are to be ascribed to administrative neglect, to administrative inefficiency, or simply to the fact that changes have not been thought of. Others, and perhaps the bulk of them, are due to lack of proper facilities which in turn are the effect of insufficient appropriations. The faulty system of discipline and the general lack of cooperation between prisoners and authorities is undoubtedly due to the repressive principle upon which the warden of the Penitentiary bases his administration. If it is his conviction that that principle is correct, then many of the conditions in the Penitentiary are perfectly logical; but we believe that the repressive principle is fundamentally wrong, and that therefore the Penitentiary will not approximate proper conditions in a penal institution until that principle in the administration is changed. Many of the conditions which are too indefinite to be enumerated and which go toward making the wrong spirit are due to the fact that the spirit among the keepers in general is one opposed to modern principles of penology, and that apparently there is not the full cooperation between the keepers and the warden that can bring about the desired results. The short sentences, and the caliber of a good many of the prisoners, are another powerful reason for the present state of affairs. An indeterminate sentence will go far toward remedying the situation. Similarly, the physical conditions of the whole plant, including the cellblock and the shops, also the very unsatisfactory organization of the prison industries and the general labor problem are greatly at fault. It would be unfair to blame the warden or the commissioner of correction or the financial authorities of the city or any other person or persons, or the prisoners themselves. The whole combination of causes just described together causes the evils summarized below:

#### CONCLUSIONS.

1. The Penitentiary is overcrowded to the extent of more than 60 per cent. of its capacity.
2. The cells of the Penitentiary are too small even for a normal occupation of one man per cell.
3. The equipment of the cells is insufficient.
  - (a) There are no toilet facilities.
  - (b) There is no running water.
  - (c) There are no sheets.
  - (d) There are no brooms.
  - (e) There is one bucket per cell, even when two occupy the same cell.

4. There is no reception department for the prison. This means that:

- (a) Incoming prisoners mingle with the others before it is ascertained whether they are free of disease.
- (b) Many of them are doubled-up with other prisoners before it is ascertained whether they should not be isolated.
- (c) They are assigned to labor before all the facts that ought to be known for that purpose are gathered.

5. The hospital facilities are insufficient:

- (a) No provision is made for separate wards for those affected with venereal diseases.
- (b) No provision is made for separate accommodations for tubercular inmates.
- (c) No provision is made for a ward for those requiring observation of their mentality.
- (d) There is no provision for the regular and consistent treatment of drug addicts.

6. The general sanitary conditions of the penitentiary are not under direct control and supervision of the medical department. No such supervision is exercised by that department, particularly over

- (a) The laundry.
- (b) The quality and distribution of clothing and bedding.
- (c) The matter of vermin.
- (d) The matter of precautions in barbering.
- (e) The matter of supply of buckets, (e. g.) the use of jelly pails in the disciplinary department.
- (f) Conditions in the bakery and kitchen.

7. The standard of cleanliness at the Penitentiary is far below the standard set by State prisons and reformatories. This applies to the cells, to the bedding, to the cellhalls, to the laundry and methods of laundering. There is no modern laundry machinery.

8. Sheets are not supplied. Towels and pillowcases are not regularly laundered. Each inmate launders his own towel and pillowcase in the shops or other places of work. Shirts and underwear are also often thus treated.

9. No toilet paper is supplied and the use of newspapers for that purpose is forbidden.

10. Newspapers are not allowed under any circumstances.

11. The equipment of the bakery and kitchen is very poor.

12. The method of labor assignment by the warden does not take account of any of the factors now considered important in the consideration of labor assignment by all modern reformatories.

13. The school is hardly more than a matter of form and occupies a very unimportant place in the activities of the Penitentiary.

14. The library is ill equipped, ill managed and receives very little attention from the authorities.

15. The industrial building is very inflammable. The fire precautions are sufficient in quantity but are not well looked after or tested. There are no fire drills held, so that, in case of fire, casualties would seem almost inevitable.

16. The system of discipline is crude, unsystematic and illogical. The conditions of solitary confinement are unsatisfactory, chiefly in that

- (a) Absolutely no exercise is allowed.
- (b) Unsanitary jelly pails are used for buckets.
- (c) Insufficient food and drink are allowed, namely, two slices of bread and two drinks of water per day.
- (d) The atmosphere of the disciplinary department is vitiated by piling up used buckets.

17. *The repressive principle, upon which the whole institution is run, the poor equipment, the lack of cooperation between the warden and keepers and between inmates and the authorities, the lack of insistence on reformatory features of the institution, and the unsatisfactory industrial situation, together create a seriously bad spirit that pervades the whole institution.*

#### RECOMMENDATIONS.

1. In the matter of overcrowding, which is one of the chief evils of the Penitentiary, the population could probably be decreased by some 400 inmates by transfer to Riker's and Hart's Islands where the prisoners could be taken care of and employed. Perhaps a different method of transferring prisoners from that dependent directly upon the wardens of the Penitentiary and Workhouse would result in a more equitable distribution of the prisoners.

2. A reception department should be established. The ideal method would be the erection of a reception building, containing also a hospital. Under the present circumstances it is recommended that a section of a cellblock be set aside as a reception department, that all new admissions be assigned separate cells in this section, and that final labor assignment should not take place until after a complete report on the condition of each man is received from the physician. Thereupon, the labor assignment should be such as to keep the tubercular inmates separate, both in cell assignment and in labor assignment; moreover, to keep those affected with venereal diseases separate in cells and at work, to give drug addicts outside labor assignment, and to choose carefully a proper labor assignment for cardiac

cases. The setting aside of such a reception department may at first result in a larger number of cases of doubling-up, but there is no doubt that the advantages of such a system counterbalance that disadvantage. Wasserman tests and complement fixation tests should be taken of all new admissions and their records kept.

3. In addition to the function of the medical department in respect to the reception of prisoners, other medical activities should also be further developed. Those affected with venereal diseases and those under observation for their mental status are now kept on a tier in the "south prison." The proper place for treating such prisoners is in a hospital ward. Accommodations in hospital wards for this group are imperative.

4. The medical department should assume complete responsibility for all matters of sanitation in the prison, including fumigation, laundry, the supply of clothing and bedding, towels, barbering, cell assignment, etc.

5. The standard of cleanliness in the whole institution requires great improvement.

6. For the accomplishment of higher standards of cleanliness it is necessary to

(a) Apply different methods for exterminating vermin, apply the gasoline torch frequently, and clean the dust, dead vermin and other filth from the beds and hollows in the walls.

(b) Place the responsibility for the cleanliness of each cell upon its occupant.

(c) Supply for each cell a small broom, a small refuse can, and, when necessary, apply in each cell the torch and hot water.

(d) Assign a larger number of tiermen to the general work of cleaning the cellhalls.

(e) Hold keepers in charge of cellhalls responsible for the standard of cleanliness in their divisions, and establish a central standard.

7. Modern laundry equipment should be installed, which should include steam washers, extractors, steam dryers and a sterilizer. Towels and pillowcases should be cleaned in the central laundry, not by the individual prisoners. No laundering of any kind should be allowed in the shops.

8. Sheets should be supplied as part of the bedding and

nightshirts should be supplied to all prisoners. Towels and pillowcases should be supplied and collected regularly at least once a week.

9. Razors and scissors should be sterilized, after they are used upon any inmate, in boiling water or by immersing in an antiseptic solution of carbolic acid. It should be made the duty of the keeper of the department where the barbering is done to see that such sterilization takes place.

10. In the cells occupied by two prisoners there should be two buckets instead of one. Toilet paper should be supplied to all prisoners. There is absolutely no provision at present for this necessity and the possession of newspaper is cause for severe punishment.

11. Newspapers should be allowed.

12. The waterbugs in the bakery should be exterminated.

13. The kitchen equipment should be perfected. The whole kitchen should be extended to at least double its present size.

14. The bakery equipment should be renewed. All necessary machinery should be supplied so that the dough would not be handled.

15. The system of discipline should be organized along the lines indicated below. A serial arrangement of the principal infractions, in their order of importance, should be made, and an approximate gradation of the punishments established. There should be definite kinds of punishment, each independent of the other, such, for example, as retention in cell, change of labor assignment, deprivation of privileges, loss of commutation, solitary confinement, bread and water diet, all of them varying in duration. Discipline should be meted out, preferably not by the warden but by a disciplinary officer appointed by him, or by a disciplinary board consisting of the warden, head keeper and physician. The solitary confinement as at present conducted should be changed by

(a) Allowing a larger ration of bread and water.

(b) Allowing each prisoner at least one hour's exercise daily.

(c) Discontinuing the use of jelly pails and substituting in their stead either the regular buckets or sheet iron pails, and

(d) Careful observation of the mental as well as physical state of the prisoners under discipline.

16. The labor assignment should take into consideration the medical, individual and social facts and should be made, not by the warden alone, but by the warden in consultation with such officers as the headkeeper, the foreman of industries and the physician.

17. The school should be made an integral part of the correctional system. The administration should seek out all illiterates and require them to attend school rather than wait for them to ask permission. The school system should be extended beyond mere instruction in letters. There is no lack in models for a prison school. Our State prisons and State reformatories have developed their schools under varying conditions but always with success. The Penitentiary should follow suit.

18. The library should be properly equipped and organized. At present the number of books is very small and ill chosen. There is no list of the books available and nobody knows just how many and just what kind of books there are. It is nobody's particular interest to be concerned with it. For the reorganization of the library it is necessary that

- (a) A large number of the right kind of books be obtained.
- (b) That a list of the books be prepared, and that such list be revised at least monthly to include new acquisitions.
- (c) That such list be given to every prisoner so that he may select the books he desires to read.
- (d) That prisoners be given printed slips upon which to state their choice of books, instead of, as at present, sending in scraps of paper torn from books or bags or letters.
- (e) That regular supervision be exercised over the library by one of the teachers or other responsible officers; that the cooperation of the New York Public Library be obtained for frequent cataloguing and supervision.

(f) That a large number of books in various languages, such as Italian, Polish, Yiddish and Bohemian, be obtained; that facilities be provided for obtaining special books representing special needs of prisoners, such as books on mechanical engineering, architecture, metallurgy, electricity, agriculture, etc.

The condition of the library is one of the saddest proofs that the Penitentiary is more a penal than a correctional or reformatory institution.

19. All possible measures should be taken for the removal of the fire danger in the shop building. The hose should be

regularly tested, modern fire extinguishers should be supplied, and fire pails, properly filled, should be kept at the most convenient places. Sand should be available in the paint shop, and, most important of all, regular fire drills should be organized and held at frequent intervals. A record should be made of each fire drill and reported to the Commissioner. If a fire should break out in the industrial building (which, considering the presence of the paint shop, is not at all unlikely) the loss of life would seem inevitable. There is no good reason whatsoever why fire drills cannot be held.

There were a number of items of progress made during the part of the year, under the wardenship of Mr. Hayes. They were principally the following:

#### PROGRESS MADE.—PART ONE.

1. The brick wall in the south prison, built in the preceding year for facilitating classification, was torn down because made unnecessary by the transfer of all women prisoners from the Penitentiary to the City Prison, Queens.
2. The mess hall was again enlarged by the addition of another room, with capacity for approximately 150.
3. The building of a fence to the west of the Penitentiary, shutting off its grounds from those of the Department of Public Charities, was planned, and preliminary work was started.
4. Structural improvement in the basement of the mess-hall building.
5. The privilege of letter-writing was increased to once a month for the first month, and once in two weeks thereafter; receiving of letters allowed without restriction.
6. One physician was added to the staff, making a total of two physicians.
7. The medical service was considerably improved, principally in the following respects:
  - (a) Examinations of all incoming inmates made with a special view to the discovery of tuberculosis, venereal diseases and cardiac cases. Weekly reports, containing lists of the tubercular and venereal, submitted to warden, and personal attention given by physician to the work assignment of the cardiac cases. Record of all such cases entered in a book

for that purpose supplied by Department of Health of the City of New York.

(b) The whole system of records of the medical department was revised and improved.

Mr. Hayes was succeeded as warden of the Penitentiary by John J. Murtha, transferred from the Branch Workhouse on Hart's Island. Under Mr. Murtha's administration, a number of very important improvements have taken place. For the sake of brevity, these are given as

#### PROGRESS MADE—PART TWO.

1. Complete repainting of the institution begun. The painting of one cellblock, hall and cells, and of the mess-hall, completed.

2. A higher standard of general cleanliness introduced and maintained.

3. Principally for this purpose, the number of hall men doubled, making two instead of one per tier.

4. For the better treatment of the tubercular:

(a) Cots put up in the corridor of the north prison.

(b) A special tier assigned to the tubercular on the west side of the south prison, with special privileges as to daily routine, work, and diet.

5. Special tier assigned to venereal cases in the contagious stage; special dishes, table, segregation at work, and specially marked buckets for these as well as the tubercular.

6. Acquisition of a steam sterilizer to improve laundry facilities, by transfer from the Second District Prison where the sterilizer had been used only part time.

7. Introduction of sanitary precautions in the system of barbering; this includes the supply of disinfectant solutions for the immersion of razors, discarding of shaving brushes, and the utilization of individual soap.

8. The conduct of the solitary cells, used for disciplinary purposes, severely criticised heretofore, was improved principally as follows:

(a) Enameled papier-mache buckets substituted for the wooden jelly pails previously used.

(b) Narrow cots placed in each cell instead of requiring inmate to sleep on cold stone floor.

(c) Cleanliness of the disciplinary department improved, and bad toilet odor, previously emanating from piled up buckets, cleaned out.

9. The system of cumulative punishment, by which a man sent to the "cooler" was *ipso facto* deprived of his privileges, such as commutation, visits, letter-writing, smoking, etc., discontinued.

10. Outdoor exercise, including baseball, permitted on Saturday afternoons and Sundays.

11. Privileges increased principally as follows:

(a) Letter-writing and receiving of letters permitted, without any restriction as to amount.

(b) Singing and instrumental music by qualified prisoners in cellhall daily, between 6:30 and 8 P. M.

(c) Newspapers allowed if obtained directly from publisher.

12. A commissary established through the cooperation of the Commissioner of Accounts, permitting prisoners to purchase tobacco, canned goods, fruits, etc., at the rate of \$1.00 worth per week, and clothing at the rate of \$1.00 worth per week.

13. Partial self-government introduced under the title: GOLDEN RULE LEAGUE, for the purpose of granting greater liberties to and imposing greater responsibilities upon the inmates.

14. The publication of a prison paper by inmate editors begun.

15. The organization begun of an improved library through the cooperation of the Prison Association and of the New York Public Library.

16. Carrying of clubs by the keepers discontinued.

17. An entirely different spirit established in the relations between the warden and inmates. This spirit is quite noticeable even to the casual observer. It has taken a definite form also in the improved physical appearance of the prisoners. The introduction of a quasi-military marching system to and from work, under inmate captains, has had a physically and morally bracing effect upon prisoners.

Reference to the conclusions, quoted at length above, will show that despite this progress, there are considerable fundamental difficulties still obtaining that must be removed before the institution

can be said to attain even a fairly satisfactory modern standard. Therefore, in addition to the recommendations given above, most of which must again be repeated, there is justification for the following:

#### ADDITIONAL RECOMMENDATIONS.

1. It is not sufficient to assign all venereal cases in the infective stage to a special tier (in the south prison). It is necessary, also, to segregate them by allowing no other prisoners on the same tier with them.

2. The practice of confining prisoners suspected of insanity in the same department used for disciplining prisoners by solitary confinement is contrary to all principles of humanity and efficient administration. It is strongly urged that this practice be discontinued.

3. The dieting of tubercular prisoners has been found sadly neglected, so that it may still be said with justice that such prisoners are not treated for their disease but merely prevented to some extent from deterioration. Sufficient extra diet should be regularly available, at all times, for this class of prisoners.

4. Some arrangement should be made by which at least tubercular prisoners would be free from the danger of contracting colds, due to the very bad location of the bath-house, which necessitates the passage of prisoners from the hot bath-house through the cold yard back to their cellblock or shop.

5. The industries of the Penitentiary, and for that matter of the whole department, are still in the primitive undeveloped condition in which they were found upon examination by the Prison Association at the end of the year 1913. It is necessary not merely to organize the individual shops and the accounting system in a much more satisfactory manner than at present obtaining, but it is absolutely necessary to plan and develop an industrial program for the whole department, including all its institutions, if the deplorably inadequate method of employing prisoners and of utilizing their labor is to be obviated. The Department of Correction represents a potential income for the city which has never been properly realized or developed.

6. In this connection, as well as for the joint improvement of all other matters, the removal of the Penitentiary from Blackwell's Island to Hart's Island should be taken up

seriously and effective steps taken for its speedy accomplishment.

7. The general standard of the officers' messhall ought to be improved if the self-respect of the employees of the institution is to be kept at a high level.

#### WORKHOUSE, BLACKWELL'S ISLAND.

Warden, Frank W. Fox.

The Workhouse is logically a subdivision of the general unit which in smaller counties is represented by the county jail. Prisoners are sentenced to the Workhouse for terms not exceeding one year, chiefly for the so-called minor offenses, such as vagrancy, intoxication, prostitution, disorderly conduct, nonsupport of wife, etc. The vast majority of the sentences are for terms not exceeding three months and there are very few sentences for more than six months. A disproportionately large number are for three and five days. All sentences are from within the Greater City of New York. The term of sentence begins with the day of commitment, and discharge must take place before four o'clock of the day upon which the term expires. Thus, in the case of a sentence for a term of two days, the prisoner actually remains at the Workhouse only seven hours; and in the case of a three days' sentence, little over one day.

The ages and conditions of prisoners at this institution probably vary more than at any other in the State. A group of fifty prisoners chosen at random shows such extremes as a man seventy-four years of age and crippled, and a boy of sixteen years, in appearance hardly more than fourteen.

Prisoners admitted to the Workhouse are not all retained at that institution; a considerable part are transferred to the branch workhouses on Riker's and Hart's Islands and to the city and district prisons of Manhattan, Brooklyn and Queens. A sample census (June 11, 1915) shows:

In the workhouse, male	863	
In the workhouse, female	598	
		1,461
In other institutions, male	931	
In other institutions, female	172	
		1,103
Inmates:		
(Prisoners whose terms have expired but who are physically unfit to be discharged), male, 1; female, 1		2
Grand total		2,566



The normal capacity of the Workhouse is hardly ascertainable. The accommodations are so flexible that with varying grades of discomfort and congestion, a considerable increase of population can be housed. At one time in the winter of 1915, the census at the institution proper, on the male side alone, was 1,288, or some 60 per cent. above the sample census given, and almost as much as the total male and female population on that date. By using all the regularly installed cots in the cells and without installing extra cots, the capacity is approximately 725 men and 760 women.

A description of the institution has been given in previous annual reports and will not be repeated here.

On several occasions during the year it was found that the men's department was quite unsatisfactory from the standpoint of cleanliness and order. This was true particularly in reference to the bed clothing, beds, and to the general appearance and distribution of the cell equipment, such as cots, buckets, clothing, etc., especially on the first tier, due, it was said, to the fact that the occupants of the cells in that tier are generally three-day and five-day men. The facilities for morning washing and bathing at present available for the whole male population of some 800 are contained in the receiving department, and accommodate not more than some thirty prisoners at a time, a condition that hardly needs comment. No windows in either the men's or women's department or in the hospitals are protected by screens from flies or mosquitoes. There was little vermin found in the women's side of the prison. On the men's side, considerable vermin was found on the top tier only. There were also quantities of roaches in the cells. The difference in the freedom from vermin between the men's and women's departments seems to be attributable to the difference of methods applied for their extermination and the frequency of the application of these methods. Soap and water is the chief weapon on the women's side and the occasional use of the gasoline torch is resorted to on the men's side.

In the matter of classification of prisoners, very crude methods are used. Both bases applicable in penal institutions are found, namely, that of character, and the other, that of administrative utility. Boys under twenty-one, if sentenced for not less than thirty days, are transferred to the branch workhouse on Hart's Island, where they constitute a separate unit. If sent for a shorter term, they are kept in separate cells. Sexual pervers are also segregated as far as possible in separate cells. Outside of that, practically the only classification is for the purpose of keeping the different labor gangs together. The classification on the women's side is a little

more elaborate; the white and colored occupy different tiers, and the marked repeaters are kept away from the first timers to some extent.

The general methods of admission, particularly on the men's side, are primitive and unsanitary. Distribution in the institution and transfer to other institutions are effected more or less by a rule of thumb method. Practically no initial medical examination is made on the men's side; very much better examinations are made for the women but the records of these examinations are unsatisfactory. In general, the facilities on the women's side are superior and are better utilized.

The method of discharging prisoners is very difficult and a great deal of care must be exercised. The number of admissions, and consequently the number of discharges, are so great that all means of identification must be used to avoid mistakes. Up to this year, and during the larger part of the present year, prisoners transferred from the Workhouse to other institutions had to be returned to the Workhouse before final discharge. By the present method, prisoners are discharged from the institution to which they have been transferred. Transfers are made as follows:

1. All boys under twenty-one, if committed for thirty days or more are sent to the "reform school" on Hart's Island, which is a separate unit of the branch workhouse on that island.
2. All old, crippled or otherwise disabled men are sent to the branch workhouse on Hart's Island.
3. The tubercular are sent to Hart's Island if the tuberculosis pavilion on that island has vacancies.
4. All drug users are first treated in the hospital at the Workhouse, and then, if men, sent to Riker's Island; if women, to Hart's Island.
5. In general, able-bodied men having not less than 15-day sentences are sent to Riker's Island.
6. Sexual pervers are not transferred.
7. Those who have warrants filed against them are not transferred.
8. Only able-bodied persons in good health and otherwise fit are transferred to the district and city prisons.
9. Artisans of various kinds, such as carpenters, electricians, plumbers, steam fitters, etc., required in other institutions, are supplied to the same as far as possible.
10. Prisoners temporarily detained *en route* from other institutions in the Department are kept in separate cells and then transferred.

In the examination of the medical service of the Department of Correction, in June, 1914, particular stress was laid upon the work

at the Workhouse, that being the crucial institution of the Department in that respect. Special attention is therefore given to the condition of that service in the institution in the following pages.

*Sanitation.*—The indiscriminate grouping of prisoners in their assignment to cells and labor, and their insufficiently intensive medical supervision, make it difficult for a healthy prisoner to avoid infection. A very large number of methods properly classified under the heading of sanitation ought to be radically changed.

1. First, and most important of all, a regular physical examination of every prisoner admitted should be made. That the present staff of physicians, with the task of looking after a hospital with some 150 patients, is insufficient for this purpose merely acquies the administration of the charge of negligence, but does not justify the existence of a system wherein large numbers of prisoners are admitted every day from a group of society where diseases are rampant, without a satisfactory safeguard against the spread of those diseases to other and healthy inmates.

2. No special medical examinations are given to inmates assigned to work in the messhall or kitchen. There should be particularly scrupulous examinations given to this group of men and women. The deputy warden stated that such examinations would be given in the future, and on a subsequent inspection he said that those at that time employed in the messhall or kitchen had been ordered to be so examined by the physician.

3. The bucket system prevails. This is bad enough in itself; but very much worse is the fact that there is not an individual bucket supplied for each person. In general, cells with six inmates have two buckets. Cells with twenty inmates have nine buckets, and cells with approximately thirty inmates are given fourteen buckets. This promiscuous use of buckets is one of the most potent spreaders of disease. Moreover, there is no assurance even that the buckets are returned to the same cells every time, since the buckets are not numbered. A disinfectant fluid is put into each bucket; the men's buckets are emptied into the river and otherwise taken care of by a special gang assigned to that work. The bucket "dump" for the women's prison is to the north of the prison in a specially constructed shed, containing the three essential parts generally used in prisons where the bucket system prevails. There should, by all means, be enough buckets to allow one for each prisoner. The present extra supply in the storehouse of some 217 buckets would not be enough to make up the deficiency.

4. The bedding is not brought up to modern standards. No sheets are supplied either for the men or for the women. Blankets are aired and fumigated at more or less regular intervals, but this process can never replace the necessity of supplying a clean sheet for every newcomer. The use of sheets in all institutions, penal or otherwise, has long been acknowledged as a necessary thing and as an aid to proper sanitation. No institution should be without a plentiful supply of sheets. The blankets are aired, it is stated, on an average of twice every week, and are fumigated at the rate of about fifty blankets per day. That would be a satisfactory standard if each newly-admitted inmate received a clean set of blankets and if clean sheets were provided throughout the institution. This is not so at present.

5. Each cell on the male side is equipped with a bucket for drinking water, and two cups. Some cells have only one cup. The use of individual cups has long been conceded a *sine qua non* of sanitary arrangements. Yet here we find, in a promiscuous group, a common drinking cup for anywhere from three to thirty men.

6. The precautions against the spread of contagion during shaving are very inadequate; in fact, no such precautions are taken, except that the discovered syphilitics with open lesions are segregated. The soap, razors and brushes used for shaving are never sterilized, either by heat or by immersion in an antiseptic solution. There should certainly be installed a method of remedying this condition.

As a matter of fact, all the above and other methods of sanitation should be under the direct control and supervision of the medical department, which should be held responsible for the existence of any methods insufficient from the standpoint of sanitation, unless the medical department has called the attention of the warden to those matters in properly recorded form. There are a number of aspects of the sanitary arrangements at the Workhouse that are highly satisfactory. For example, each inmate is given a clean towel every morning for his bathing and washing; also, clean towels are given to the prisoners at work, so that they may wash up at noon-time before marching to the messhall. This is the best system of towel supply of any institution in the Department. The sterilization of blankets, of the hospital laundry and of the clothing worn by incoming inmates is satisfactory. The frequent airing of the blankets is good. The care with which vermin is kept out of the female department, and the method of destroying vermin in the male department by means of the gasoline torch, are satisfactory, although in the male department the method should be applied much more frequently.

Bathing takes place once every week. With the present facilities it would probably be difficult to increase this. Moreover, the facilities for privacy on the male side are very inadequate. On the women's side the conditions are better. Each shower stall is supplied with a canvas curtain which may be drawn by the inmate while bathing. Similar curtains should be installed in the male department. More bathing facilities are needed; bathing should be more frequent. The once-a-week bath is traditional but often not adequate.

Women are given combs at the time of their admission. They carry these with them in small bags. They are not permitted to wear corsets unless by order of the physician.

The clothing of the inmates is gradually being changed; on the women's side by supplying a more becoming gingham; on the men's side by the gradual elimination of the stripes and the substitution of a dark blue uniform. The supply of clothing and shoes is stated to be satisfactory in quantity. The material is delivered at the Workhouse and made into the required clothing, both for the Workhouse proper and for the institutions on Riker's and Hart's Islands.

The general cleanliness of the institution is satisfactory. In the female hall, in addition to the general cleaning of the halls and corridors, the cell walls are scrubbed daily with soap and water, and the beds are treated with disinfectant two or three times every week. The bedding is folded up in the standard way and placed on the cots in every cell. On the male side the bedding is not properly folded, and the cell walls are not regularly washed, but the cell floors and the walls of the cellhall are flushed daily in addition to the regular sweeping of the floors. Greater care should be exercised in keeping the beds and the cell walls of the male department clean. As a whole, however, there has been considerable improvement in the general cleanliness of the institution and the administration apparently makes every effort further to improve it.

*Discipline*—The forms of discipline obtaining are:

- (a) Deprivation of all privileges, such as receipt of tobacco and visits.
- (b) Deprivation of meals.
- (c) Solitary confinement in semi-dark cells.

Exact records are kept only of the last class of punishments. Comparatively few such cases are recorded, particularly on the women's side.

There are no industries, to speak of, at the Workhouse. Labor is provided in the general domestic service of the institution, in

repairs, odd jobs, and general work on the Island for both the Department of Correction and the Department of Public Charities; particularly on the women's side the amount of labor to be performed is very small and the extent of idleness very serious.

There is no recreation, to speak of, for the men; but the lack of this is little felt because of the large number of prisoners per cell, making it possible for them to pass the time in conversation. The library service of the institution is very inadequate, particularly on the men's side. It is being improved and organized at present. Recreational facilities are better for the men than for the women.

#### CHANGES ACCOMPLISHED DURING THE YEAR.

1. A new bathroom for the men has been under construction and will be in operation at the end of the year. The completion of this bathroom will make possible a rearrangement of the reception department on the male side, an improvement much needed.
2. Part of the space north of the women's prison has been surrounded by a stockade and is used as an exercise yard for the women.
3. The fireproofing of the whole prison has been completed, including the messhall, kitchen, laundry, etc. Fire-escapes are being installed for the so-called middle part, containing the quarters of the warden, deputy warden, physicians and chaplain.
4. The fourth floor of the north extension of the female prison, previously used as the so-called "Bum Room," has been transformed into two hospital rooms for women—one for drug cases and one for venereal cases.
5. A new building is being erected south of the male prison to be used as a storeroom for civilian clothing of incoming prisoners. The building now used for that purpose is to be extended and transformed into a disciplinary department.
6. Through the increase of the hospital facilities by two female wards, the capacity of the hospital is now as follows:

1 Male medical ward . . . . .	27 beds	
1 Male surgical ward . . . . .	15 beds	
1 Male psychopathic ward . . . . .	15 beds	
1 Male drug ward . . . . .	14 beds	71 beds

1 Female medical ward.....	20 beds	
1 Female surgical ward.....	16 beds	
1 Female drug ward.....	24 beds	
1 Female venereal ward.....	23 beds	83 beds
Grand total.....		154 beds

In addition, there are a number of hospital cells under the general supervision of the medical department. Five of these for the women's side have a capacity of from twenty to thirty, and two on the men's side a capacity of from eight to twelve.

The general medical service was in very poor condition during the year, indeed, very little improved since the report on the general medical service of the Department, including the Workhouse, made in 1914 by the Prison Association.

One important improvement deserving consideration has been the more definite organization and the provision of better facilities for the treatment of both male and female drug cases.

As the result of a careful and comprehensive examination of the Workhouse, the following conclusions and recommendations were offered:

#### CONCLUSIONS.

The Workhouse on Blackwell's Island undoubtedly represents the worst possible system of housing prisoners in the Department of Correction, or anywhere in the State. The system of small dormitories for from four to forty prisoners, in such numbers that the supervision of each during the night by a responsible officer becomes an impossible financial burden, is a system universally condemned by all penologists. This system is aggravated to an extreme by the very short sentences of prisoners, which makes it practically impossible to introduce and maintain a reasonable method of classification. The situation is further aggravated by the fact that there is not a sufficiency of equipment in the matter of bedding and sheets to assure each prisoner the use of uncontaminated bedding. Moreover, there are no toilet facilities in the cells or dormitories, so that the bucket system prevails; and the number of buck-

ets is not sufficient to supply each prisoner with one, so that one bucket has to be used by several prisoners.

There are no industries for a population averaging approximately seven or eight hundred men and the same number of women, so that the employment of the prisoners is an additional and unusually grave problem. These causes constitute a most complicated obstacle toward affecting even an approximately satisfactory system at the Workhouse. The proximity of the City Home and of the Metropolitan Hospital, and the necessity of employing some prisoners at those institutions, make the danger of smuggling in liquor, drugs and other contraband material almost unavoidable. For these reasons, comparatively little of the very unsatisfactory conditions at the Workhouse can be attributed to administrative negligence. Most of it is due to the wrong physical plant, the system of short sentences, the poor equipment and the lack of funds.

No radical and satisfactory solution of the Workhouse problem will be effected until

- a. A new institution is erected with single-cell accommodations and supervised dormitories.
- b. The system of short sentences is abolished.
- c. Sufficient industrial occupation is supplied.
- d. A satisfactory medical service is installed.

The following recommendations must therefore be interpreted as referring to the present conditions only and as suggesting possible remedies under the present conditions. They do not approve of the present institution as it is. The Workhouse as it stands, with its system and plant, is condemned as scores of years behind the times.

#### RECOMMENDATIONS.

1. The small dormitories should be abolished by breaking through the outside walls, thus creating perhaps a dozen large dormitories, each to have special supervision at night.
2. The present dark cells on the men's side should be turned into washrooms.
3. Running water should be installed in each cell, and, if the dormitory plan is carried out, toilets should be installed in each dormitory and screened off. If it is feasible to put toilets as well as running water into the cells (if such transformation into dormitories does not take place), the toilets

thus installed may be used in other institutions when the present site of the Workhouse is abandoned. The reception quarters on the male side should be increased and organized along lines similar to the female reception quarters so that the prisoners would have more privacy in bathing and would pass through the successive stages of reception without returning through the same place. Along with this, the general bathing facilities should be improved and extended.

4. The frequency of baths should be increased from once a week to three times a week.

5. Admission examinations should be given to each new inmate and should be properly recorded on the men's side as well as on the female side. Especial care should be taken to examine prisoners who are to be assigned to duty in the messhall and kitchen.

6. A strong solution should be applied to the hair of persons admitted so as to keep out vermin.

7. The number of buckets should be increased so as to supply each person with a bucket.

8. Sheets should be supplied, and a clean set of bedding, including sheets, should be supplied from the storehouse to each prisoner upon admission.

9. Proper sanitary precautions for shaving should be introduced; either sterilization by heat or antiseptics by immersion into antiseptic solutions should be applied to razors, soap and brush.

10. The male cell walls should be washed with soap and water as the female cell walls are.

11. The female prison should be painted.

12. There should be mosquito netting on all windows in both the male and female prisons and hospitals.

13. Vermin should be more frequently looked after on the men's side. The application of a brush to the bedsteads to clean out the fith which attracts vermin is urged; also the use of roach powder.

14. The classification of prisoners should be based more on character and general appearance. For example, such charges as non-support of wife and automobile speeding would indicate persons that should not be put in the same cells with those committed for intoxication, vagrancy and, sometimes, disorderly conduct.

15. The facilities for pressing clothing for the outgoing prisoners should be increased so as to make possible the proper treatment of the clothing of all prisoners.

16. The double-screen system for visitors should be introduced.

17. The reorganization of the labor for the institution should be done with a view to the possibility of not bringing the Workhouse prisoners in contact with the City Home or Metropolitan Hospital from which institutions the smuggling in of contraband goods is easy.

18. In case of solitary confinement, both bread and water should be given twice every day, and two reports should be made daily by the physician in writing to the warden as to the condition of those in solitary confinement. The erection of a separate disciplinary building with modern solitary cells is urged.

19. There should be a more plentiful supply of cleaning materials and drugs.

20. A separate building should be erected in which to house orderlies and such other keepers as would be dislodged by the addition of the present male orderlies' quarters to the hospital plant.

21. The capacity of the male hospital should be increased, preferably by the use of the present orderlies' quarters as wards.

22. The present observation and drug wards on the male side should be discontinued.

23. Proper clinic rooms should be set aside on the male side, similar to those on the female side, so as to discontinue the system by which the clinic patients pass through the medical and surgical wards of the hospital. The present drug and observation wards on the men's side could easily be transformed into clinic rooms.

24. The dietary allowance for the hospital should be increased and special attention should be paid to the constant supply of hospital dietary.

25. The medical board should be abolished. A responsible salaried medical officer should take charge of the Workhouse hospital and the staff should be reorganized and increased along the lines suggested in the special report on the medical service made in October, 1914.

26. A satisfactory record system should be introduced to take care of the complete entrance examinations; proper

bed sheets should be supplied in adequate quantities and should be kept in proper form. Records should be kept of clinic treatment, both male and female, giving name and nature of treatment in each case.

27. The attending physician should be required to check up the work of the house staff in the same way that such work is done at other hospitals.

#### DISTRICT PRISONS.

The district prisons, the number and designation of which has been given above, are administratively one unit in charge of Warden Peter Mallon. There are four district prisons and three district pens; the latter are temporary cages attached to the district magistrates' courts, for the detention of prisoners awaiting their turn to appear in court.

#### SECOND DISTRICT PRISON (JEFFERSON MARKET).

Sixth Avenue and Ninth Street.

This prison usually has about 100 inmates, almost equally divided between men and women. The unusually large number of women is accounted for by the fact that both the Second and Ninth District Magistrates' Courts (the latter is the Women's Night Court) deal principally with women, and are the only courts to which women accused of immoral conduct may be brought. For a description of this as well as the other district prisons, we refer to previous annual reports. This year has seen a number of decided improvements at the Second District Prison, chief of which have been the following:

#### PROGRESS MADE.

1. The old stone flag floor of the basement has been ripped out and a new concrete floor installed in its place. This will enable the administration to keep the cellar cleaner, to combat more successfully the roach pest, and to keep both the premises and the preparation of food in better hygienic form.

2. A new ice box has been installed, also in the cellar.

3. The kitchen equipment has been overhauled, and three new tea urns, one meat roaster, and a hood to carry off odors and steam have been added. This hood should

also aid in the elimination of the roach pest by carrying off the steam and dampness.

4. The roof, which had been leaking at many points, has been repaired, and the whole garret floor concreted. This should make possible the use of the garret either as a laundry or as a kitchen.

5. The office space has been extended by moving farther back toward the door, the grating at the entrance lobby.

In other respects, however, the conditions are still unsatisfactory. Particularly deplorable is the roach pest. These bugs can be found on dishes, on the groceries, meat, vegetables, on the walls, pipes, all over. There is still much to be done before this prison is brought up to par, as shown by the following

#### RECOMMENDATIONS.

1. The roach pest is most serious; whether the extermination be done by the use of disinfectants, by the constant use of hot water, by the gasoline torch, or by all these, or by contract, is immaterial; but done it should be.

2. All the iron toilet bowls, which are now in a disreputable condition, should be replaced by new vitreous bowls. All the flushes should be replaced, and adequate water pressure supplied, as absolute essentials of keeping the prison in fair condition.

3. The use of the gasoline torch and of hot water and soap on the beds at sufficiently frequent intervals would be certain to exterminate the vermin. The application of this method every day is necessary on the part of the tier in the women's prison used for the temporary detention of intoxicated persons.

4. Toilet paper should be supplied for the use of the prisoners.

5. Clean, newly laundered bedding should be given to every prisoner on admission, regardless of the personal cleanliness of his predecessor in the cell.

6. The separation of the male and female prisoners in the cellar should not be postponed until some scandal makes the situation conspicuous.

7. Either the laundry or the kitchen, but preferably the latter, should be removed to the spacious, airy, clean garret.

8. A citizen chef should be employed.

## THIRD DISTRICT PEN (ESSEX MARKET).

Second Avenue and First Street.

This pen serves as a temporary detention place for probably the busiest district court in the city. It is to replace this pen and court that plans for the new building, on the corner of Second Avenue and Second Street, have been prepared. However, the erection of that building has, avowedly for financial reasons, been apparently indefinitely postponed, so that one must face the fact that the dingy pen now in use will have to be retained for years to come. Desperate as such a prospect is, there seems no reason to expect any change.

## PROGRESS MADE.

1. During the last year, the walls in the male pen that separated it from the public toilet, which is accessible from the general staircase and hall, have been lined with sheet iron, so as to prevent the repetition of a previous attempt to escape through these thin partitions. The wall, in which there has been a door leading from this pen to the hall, should also be lined with sheet iron.
2. Strong wire screens have been attached to the two windows in the male pen, so placed, however, that it will be impossible to open the windows unless the screens are removed and placed on the outside.

## RECOMMENDATIONS.

1. It should be definitely ascertained by the city authorities how long the present quarters will have to be occupied by the Third District Court and pen, and if this period is to exceed two years, an entirely new pen should be constructed in accordance with modern standards.
2. The sheet iron lining should be extended to cover the door leading to the hall.
3. The screens on the windows should be placed on the outside instead of the inside of the windows.

## FOURTH DISTRICT PRISON.

57th Street, between Third and Lexington Avenues.

The keeper in charge is John J. Lynch.

The Fourth District Prison is probably the cleanest kept prison in the Department. Oldest in construction (built on the pit plan),

it is in a sense the most modern in that it has at least one small outside window per cell. This prison serves as a detention institution for the Fourth and Tenth District Courts (the latter being the men's night court). This physically insignificant institution has handled a larger number of prisoners than any other institution of the Department. For the fiscal year 1914 there were admitted 19,863 men and 1,238 women, making a total of 21,101.

At different inspections, there were made for this prison the following

## RECOMMENDATIONS.

1. All the cells should be painted a light color, and the whole prison should be given a new coat of paint.
  2. To make the facilities equal the demands upon the prison, the institution should be either enlarged or replaced by a new institution.
  3. A steam-heating system should be introduced to take the place of the coal stoves now in use.
- There has been, during the year, very gratifying

## PROGRESS MADE.

1. Most if not all of the cells have been painted a light, satisfactory color.
2. The interior of the prison, or pit, has been given a new coat of paint.
3. A new concrete floor has been laid in the kitchen.
4. Some mosquito netting has been placed on the kitchen windows.
5. Three enameled washstands, with running water, have been installed at one end of the hall or pit.
6. The water-pipes have been dug out and repaired and a much better water pressure thus obtained.

## SIXTH DISTRICT PEN.

161st Street and Brook Avenue, Manhattan.

This pen is one of the worst, from a sanitary standpoint, for the detention of prisoners. It is in the basement, or more truly in the cellar of the court building. It is a very old structure. It has been described and condemned in previous reports of this Association. (See Annual Report of 1914.) A considerable number of men and

women are dealt with here, and the serious physical unfitness of the place reflects no credit upon the City of New York. The condition of cleanliness varies from time to time. Although the building is under the jurisdiction of the President of the Borough of The Bronx, a prisoner transferred daily from the Fifth District Prison does the actual cleaning. Since the establishment of Bronx county, which resulted in the assumption of jurisdiction over criminals of that county by the sheriff, the practice has grown up of taking men handcuffed through the streets from the Sixth District Prison to the Bronx county jail. While the distance is very short, it is unfair and revolting to require men who may be discharged within a few hours as absolutely innocent to march through the streets as dangerous criminals.

#### RECOMMENDATIONS MADE.

1. The whole pen system should be abolished and individual cells provided, similar to those planned for the new prisons to be built for the Department.
2. For the present:—Removal, if possible, of the pen from the basement.
3. As long as the pen remains, a floor drain should be installed.
4. The plumbing trap should be repaired.
5. White paint should be applied as far as possible.
6. Electric light should be installed instead of gas.
7. Mosquito netting on hinges should be attached to the windows to prevent the throwing in of "dope" and to keep out part of the immense amount of dirt and dust blown in by the wind.
8. Prisoners should not, under any circumstances, be taken handcuffed through the streets.

#### SEVENTH DISTRICT PRISON (WEST SIDE PRISON).

53rd Street between 8th and 9th Avenues.

Keeper in charge, Mr. Ryan.

The work at this district prison is little subject to fluctuation from the standpoint of the work of the court. Occasionally, however, for administrative purposes, the number of prisoners is increased. So at one time during the year, 15 additional men were transferred from the Workhouse to perform some work at the foot of West 57th Street in tearing down buildings of the Dock Department, and

loading some of the material thus obtained on scows to be shipped to New Hampton Farms. Some of the prisoners so transferred were somewhat dissatisfied with the food at this prison as compared with some of the other prisons. The census was also increased during the past year by the detention of 10 or 12 witnesses held by the district attorney of New York county in a murder case. Many of these witnesses were held for more than six months.

Our criticisms of this prison, in a previous report, were principally directed against the condition of cleanliness and order in the kitchen, icebox, storeroom, "ten-day house," storage cabinet, dishes, shower compartment in the basement, etc. During most of the visits of the year, conditions in these respects were found not improved. The roach pest was found worse than ever; neither equipment nor food was free from it.

The system of doubling-up, by which prisoners placed in the same cell must either sleep on the same cot or one of the two on the stone floor, continued during the year. Toilet paper is not supplied. Some improvement was found, however, particularly in the following items of

#### PROGRESS MADE.

1. The whole interior of the prison has been given a new coat of paint.
2. An electric lighting system has been introduced throughout the prison.
3. The general conditions of the laundry, icebox, and storeroom were improved.
4. A sheet-iron lining was applied to the grating of the door leading to the kitchen, so as to prevent the smuggling up of food from the kitchen gang to prisoners in other parts of the institution.

#### RECOMMENDATIONS MADE.

1. The roach pest is very serious at this prison and should be handled with determination, instead of by the piecemeal "pegging-away" method hitherto applied. It ought to be possible to prepare food without the certainty of having roaches in it.
2. The kitchen should be kept very much cleaner. At present, the condition is quite unsatisfactory; particularly the floors, windows, and window-sills should be scrubbed. The garbage pail should be kept covered.



3. The supply of dishes should be increased so as to make decent service possible. Drinking tea in hash bowls, without a chance to clean the bowls out first, is a poor standard.

4. The beds should be kept clear of vermin by frequent use of the gasoline torch.

5. There should be a large can for paper and rubbish in the "ten-day house."

6. Small cans similar to those used in the City Prison, Manhattan, for the reception of rubbish in the cells should be supplied.

7. The closet for the storage of bread, groceries and dishes in the kitchen should be kept cleaner. The removal of the doors in many cases would be all that is necessary to insure good order.

8. The shower compartments in the basement should be removed.

9. A good deal of the discarded material in the storeroom in the basement should be thrown out. This will make it easy to keep this storeroom in a presentable condition.

10. The storage cabinets under the stairways in the cellhouse should be kept in better order.

11. Cots should be supplied, to be placed in the cells when doubling-up is necessary.

12. Toilet paper should be supplied to prisoners.

#### EIGHTH DISTRICT PEN.

181st Street and Boston Road.

Keeper in charge, J. B. Donovan.

Shortly after the opening of this court in 1913, an inspection was made of this pen and it was then described as thoroughly unsatisfactory. After more than two years of service, there seems to have been no attempt made at improving conditions. Indeed, conditions have become worse to a most disgraceful extent. The walls have never been painted and are covered with obscene inscriptions and smudged all over. The toilets in the separate pens, of which there are two, are not ventilated, so that the odor becomes diffused throughout the compartment. The cleanliness of the whole compartment, responsibility for which is with the janitor of the building, who is subject to the jurisdiction of the President of Bronx Borough, has been very unsatisfactory most of the time.

There are from five to sixteen prisoners admitted here daily from the two courts located in the building, namely, the Domestic Relations Court and the Eighth District Magistrate's Court, each of which is held daily, one in the forenoon and one in the afternoon. Prisoners are transferred at the close of the court session, either to the Bronx County Jail or to the Fifth District Prison of the Department of Correction. The sheriff's van is used for transportation.

#### RECOMMENDATIONS.

1. The present location of the pens on the first floor of the building is, from the standpoint of light, ventilation, and arrangement, entirely unsatisfactory. They should be entirely reconstructed on a wholly new plan.

2. The condition of cleanliness, particularly of the walls, is disgraceful and should be remedied without delay.

3. The improvements suggested should not be postponed indefinitely as has been the case hitherto. The pens as they now stand are a disgrace to the city.

#### FIFTH DISTRICT PRISON (HARLEM PRISON).

121st Street and Sylvan Place.

Keeper in charge, Mr. Gallagher.

The census of this prison is generally between sixty and seventy, composed mainly of men. The "help" usually consists of about one dozen men and half a dozen women, transferred from the Workhouse. It is generally found that the cells occupied by the "help" are considerably cleaner than those occupied by the transient population of court prisoners; the difference, however, ought not to be very great. There was recently erected by the Cowperthwait Furniture Company, a building near this prison which has very seriously impaired the access of light to one side of the prison. The condition could be much improved if the outside of the Cowperthwait building were painted white. If that firm cannot be persuaded to do that, the city ought to assume the duty and cost.

The general condition of cleanliness has, as a rule, been satisfactory. A number of recommendations in this respect have, however, not yet been carried out. Particularly obnoxious is the system of doubling-up at this and the Seventh District Prison. As the facilities of both institutions are often exceeded by the population, two prisoners are placed in a cell, and they are required either to sleep

on the same cot or one of them must sleep on the stone floor with only blankets for bedding. The viciousness of requiring two men to share one narrow cot, particularly in prison, where the chances of immorality are always high, cannot be exaggerated. There should either be additional (possibly movable) cots installed in the cells whenever doubling-up must be resorted to, or else cots should be placed in the corridors.

The only bathing facilities for the men are in the basement of the building. This is another very undesirable state of affairs. There are no individual refuse cans in the cells, nor large refuse cans in the "ten-day houses." Many of the beds have an accumulation of dust and vermin. The toilet bowls are old-fashioned, in very bad condition and very unsightly. The system of keeping bedding in cells after the discharge of occupants was often found in vogue. That, too, should be changed. The supply of towels to the prisoners seems to be satisfactory, each one receiving a clean towel every morning.

The roach pest has been continuing during the year unabated. It is hardly credible that no method is in existence for the extermination, or at least the material reduction, of these bugs. They were found throughout the dishes, bread box, in the food, about the kitchen equipment, on the walls, etc. There were nests of them under the stairway at several different places through the prison.

While the above conditions still obtain, there has been, nevertheless, some

#### PROGRESS MADE.

1. The kitchen range has been repaired.
2. The kitchen closets have been improved by the removal of doors; open closets are much more easily cleaned and kept clean.
3. The interior of the whole prison has been painted, including cells, halls and corridors. This has materially improved the appearance and cleanliness of the institution.
4. The effective segregation of the women working in the laundry in the basement from the men working in other parts of the basement has been accomplished by keeping the laundry door locked and the door glass curtained during the absence of the matron.

#### RECOMMENDATIONS.

1. Small refuse cans should be supplied for each cell.
2. Large refuse cans should be supplied in the "ten-day houses."

3. Cots, suspended from the wall, should be installed in each cell, so as to make possible doubling-up in a decent manner, when doubling-up is necessary.

#### BRANCH WORKHOUSE, RIKER'S ISLAND.

The warden of the branch Workhouse on Hart's Island has general jurisdiction over Riker's Island also. During the past year, Riker's Island was in immediate charge, first, of Deputy Warden Martin J. Feeley, then of Mr. Joseph A. McCann.

The census of the institution has been rather indefinite. In 1913, it had often been less than 200. During the past year, it varied from little over 300 to 663. The usual average has been about 500.

Riker's Island has probably been the busiest place in the Department. The plans for its ultimate utilization as a workhouse farm have so far led to the building of additional dormitories, and the beginning of the construction of a cellhouse to be used principally as a disciplinary department. There are plans also for the establishment of a hospital for drug addicts, to be built principally from private resources, and the establishment of a refuse disposal plant.

All the new buildings erected for dormitory purposes have been constructed largely on the plan of the former dormitories. Two such dormitories, connected by a wash and bathroom, constitute a "unit building." Some of the equipment of the new dormitories has been unsatisfactory, particularly the toilet bowls installed in some.

Most of the work of building was carried on by inmate labor, with limited aid and supervision by civilian employees. On the construction of the cellhouse there have been seven civilian employees who gave some help also in other construction work.

The new dormitories have been equipped with double-decker iron beds. Such a system makes it very difficult for a keeper to supervise the dormitory at night. The use of double-deckers should be only for emergency, and the planning of an institution with double-deckers as an integral part of the system, is to be condemned. Most of the beds on this island are supplied with three instead of two blankets, as is customary. Individual towels are supplied once a week and are laundered by the prisoners themselves. A better method is a daily supply of clean towels and their cleaning by the institution laundry. Blankets are aired once a week and are never sterilized. It was stated that there never was any vermin in any of the beds on the island. Repeated examinations by the inspector

confirmed the statement. The barbering is still conducted on the old plan, without any sanitary precautions.

According to the plans of the Department of Correction, as at present given, this institution, which is to be a permanent workhouse farm, is planned on the dormitory system with frame buildings. While that is a good makeshift, it is a bad plan to adopt for a permanent institution.

Outdoor work predominates on Riker's Island. Out of a sample population of 365, 230 were employed out-of-doors, either on construction work, or on the farm, or in gathering stone, sand, etc., or loading and unloading barges. About fifty were employed in the various shops, conducted principally in connection with the construction work.

#### PROGRESS MADE.

1. The new unit of two dormitories (Nos. 5 and 6) has been completed and is now in operation. There is a satisfactory toilet and shower-room connecting the two dormitories.

2. A new dormitory unit with toilet and showers is being constructed at present.

3. Foundations have been laid for a new kitchen. It is to be considerably larger than the present one, and to receive up-to-date cooking equipment.

4. The laundry equipment has been improved by the addition of two stationary washtubs and two clothes-wringers.

5. A concrete extension to the cellar of the dormitory under which the boilers are located has been constructed and two new boilers installed. One of these has not yet been completely set up, and the asbestos covering of the ceiling has not yet been completed.

6. The construction of the disciplinary cellhouse has progressed very satisfactorily. The basement has been practically completed and covered over, and work has been started on the outer walls. The large cement blocks used for the extension are of a most pleasing appearance and look very much like granite blocks. It is probably the most satisfactory use of cellblocks that has yet been made in the Department of Correction.

7. A shed for the manufacture of cement blocks has been erected and cement blocks are being manufactured and used in the construction of the cell building.

8. The dining-room has been extended by the removal of the keepers' dining-room to the house formerly occupied by the warden. The capacity of the messhall is now approximately five hundred.

9. A concrete mixer has been installed by transfer from another department of the city.

10. Prisoners are now discharged directly from Riker's Island instead of being first returned to the mother institution on Blackwell's Island. Their clothing is pressed before discharge.

11. Almost all of the buildings have received a new coat of paint.

12. The system of night supervision has been changed so as to require keepers in charge of dormitories to be actually in the dormitory instead of in an outside cage as heretofore. The key to all the dormitories is kept by an outside keeper on patrol. Unfortunately, this system broke down in part by the shortage of keepers on night duty, so that in at least one dormitory the former unsatisfactory supervision was resumed.

13. One keeper and three orderlies have been added to the staff.

14. A physician has been added to the staff since the beginning of the calendar year.

#### RECOMMENDATIONS MADE.

1. The night staff should be increased from six to eight keepers so as to supply one keeper for the supervision of each dormitory and one for patrol duty, the latter to have all keys in his possession.

2. Sheets should be supplied for all beds, and arrangements should be made for the sterilization of blankets at regular periods and immediately upon the discharge of the prisoners.

3. Arrangements should be made for the occasional application of live steam to the beds for the purpose of keeping out vermin.

4. The installation of the asbestos covering for the ceiling of the boiler-room should be expedited. The basement immediately under the dormitory floor is, at best, a bad place for a boiler-room.

5. The disciplinary cells in the present "cooler" should be painted white, and better ventilation afforded by cutting a larger hole in the ceiling of the hall.
6. The use of antiseptic precautions for barbering should be installed.
7. Individual lockers should be constructed for the use of the prisoners, and the beds should be marked with the name or number of their occupants.
8. A system of classification should be devised by which groups of men kept in the same dormitory could be assigned together for work and in the messhall.
9. The use of double-deckers should be discontinued, as making supervision at night difficult and immorality easier.
10. Clean towels should be supplied to every prisoner daily and laundered by the institution.
11. A central storeroom should be established and the separate storerooms discontinued. This will make satisfactory control and checking system possible.
12. Arrangements should be made to secure a permanent supply of water by the addition of another water main, so as to guard against water famine in case of a breakdown of the single water main now supplying the island.
13. The general plan of the new workhouse farm to be established on the island should be based on a separate room or cell plan, in preference to the dormitory plan.
14. Proper arrangements should be made for the better disposition of the time of the physician, to give him some time off, and to arrange for his service at definite intervals at other institutions in the Department.

#### CITY PRISON, MANHATTAN.

Little need be said about this institution (The Tombs) for the past year. Except for some improvements in the segregation of prisoners, conditions were much the same as during the preceding year. The two upper tiers of the annex were provided with bar screens for the whole height of the corridor. To these tiers all drug addicts are assigned. A fair degree of segregation of cases of tuberculosis and venereal diseases is achieved by their assignment to the eighth tier of the main male prison. They are, however,

allowed to exercise together on the corridor. The conditions of cleanliness have varied from time to time. The half-finished padded cells on the first tier of the main prison generally abounded in cockroaches. Such vermin was also generally found in the bathrooms and sculleries at the ends of the tiers. The cleanliness of the corridors, particularly in the corners and recesses, was not always satisfactory. Much of this condition will probably disappear when the new visitors' building, recommended in previous reports, is completed. Work on this has been going on during the year, but completion is not expected before 1916.

The census of the institution has been normally about 700, but showed a considerable decrease toward the end of the year. The comprehensive recommendations made in 1914 have only in small part been carried out. The chief recommendation has been, of course, the extension of the Tombs, present facilities being at any time insufficient. The following improvements have taken place:

#### PROGRESS MADE.

1. A new visiting system is being provided by the erection, thorough alteration and extension of the building known as the warden's house, which is to have an outside separate entrance for visitors.
2. The food and its preparation have improved, but service is still unsatisfactory.
3. A definite policy has been adopted in the treatment of drug addicts.
4. The system of records and statistics has been improved.

Many of the recommendations for structural changes, for efficiency record system, and for administrative methods contained in the report for 1914 have not been carried out. Further recommendations resulting from inspections during 1915 were as follows:

#### RECOMMENDATIONS.

1. Outdoor exercise should be given to prisoners during the winter, as well as in the summer, whenever the weather permits. This is done in the City Prison in Brooklyn and the City Prison in Queens.
2. The padded cells in the new prison and the male annex have never been used. They should be ripped out and the cells made available for ordinary use.

3. All cells should be locked during exercise periods to avoid the danger of immoral practices.

4. The keepers on the first, fifth, and seventh tiers, from which there is access to the stairway, should not have in their possession the keys to the gates leading from their tiers to the stairway, during exercise periods.

5. Drastic measures should be adopted for cleaning out roaches from the sculleries and bath-cells, and to keep clean the spaces between the plumbing and the cell walls, particularly in the "annex."

6. The cells used for storage should be kept in absolute order and cleanliness.

7. The standard of cleanliness in the kitchen should be improved.

8. The manner of distribution of food should be changed so as to make it possible for the prisoners to receive their food hot. Soup and meat should be served separately, and, unless there is an especially good reason to the contrary in individual cases, knives and forks should be supplied to prisoners at meals.

#### NEW HAMPTON FARMS.

The New Hampton Farms entered upon its second year of existence under circumstances not calculated to make the conditions in general better than they had been during the first year. The plan of "roughing it" for the sake of making the best of conditions attaching to an experiment undertaken with poor equipment, and under generally adverse circumstances, was expected to create and maintain a spirit of mutual confidence and helpfulness between the boys and instructors. A most auspicious beginning had been made in March 1914; but gradually conditions deteriorated. The physical conditions proved more and more unsatisfactory from the standpoint of cleanliness and sanitation, and the spirit of the place became permeated with continual dissatisfaction among the staff; misunderstandings and friction developed between the farm staff and the general administration at the Reformatory at Hart's Island. The Department failed to effect either efficiency and harmonious administration or the improvement of physical conditions within reasonable time or to a reasonable extent. In frequent inspections undertaken during the year, while a series of improvements could be listed, the general conditions on the whole failed to improve materially until quite lat



New Hampton Farms. Building Railroad Spur by Inmate Labor.



New Hampton Farms. Excavating by Prisoners' Labor.

in 1915. Conditions criticised dealt principally with administrative neglect, with unsanitary and filthy conditions around the living and sleeping quarters, with lack of sufficient clothing and with general administrative looseness. The following series of recommendations, in four different inspections during the year, may be significant:

## RECOMMENDATIONS.

## I

1. It should be definitely understood that the New Hampton Farms is first and foremost an institution for the physical and moral reformation of boys, requiring insistence upon physical, moral and social standards; that it is a farm only secondarily, so that the development of the farm as such and the securing of farm products and of other purely material gains must be disregarded when they interfere with the proper institutional standards of sanitation and conduct.
2. The basic physical conditions of the farm must be improved. A new standard must be set for it. The present method of construction of bunkhouses, the method of washing, bathing, dishwashing, drainage, disposition of waste material, etc., should be improved.
3. The present habits of the boys in respect to the use of the toilet should be entirely changed.
5. Better clothing, and more of it, should be supplied.
6. The bedding should be aired at least weekly, and daily when possible.
7. The new bunkhouses to be built should be very much more substantial, better designed and along different plans.
8. A water supply system should be speedily developed.
9. A water-tank with faucet for drinking purposes should be supplied.
10. The discipline should be reorganized. For the present large number of boys and the certainty of their increase, the lax and informal methods at first adopted are not suited. This applies to the conduct in the dining-room, about the grounds and with respect to work. The staff of officers should be better assimilated and should be brought into better harmony and understanding by conferences of the whole staff with executive officers.
11. The school work should be reorganized or discontinued. At present it is more demoralizing than elevating.

12. The instructors' hours should be so organized as to give the individual instructors more freedom and time off.

13. Inefficient instructors should be removed.

14. Better quarters, washing, bathing and recreation facilities should be supplied for the instructors.

## II

1. A cement or concrete floor of a much better quality than that used for the scullery should be laid for the entire dining-room and scullery and for the kitchen. This should be done at the earliest possible time, as the most important step toward the establishment of proper standards of cleanliness.

2. Mosquito nettings should be applied to all the windows and doors of the dining-room and kitchen.

3. The dining-room and kitchen floors should be scrubbed at least once every day.

4. The sewage disposal is probably the most important immediate sanitary problem and should be given full attention by the administrative officers as well as by the engineers on duty at the farm.

5. The use of a wooden leadway through which dishwater and similar liquids have been poured into the ground from the auxiliary kitchen, previously used as a "hang-out room," should be immediately discontinued and never again resumed.

6. The small building which is referred to as the auxiliary kitchen should be torn down. This would solve several difficulties, such as the fire danger from its chimney, the dirt in its floor, and the disposition of sewage in the manner above described.

7. The cellars of the farmhouse and of the new additions should be joined by breaking through the necessary walls and by building concrete props or posts to take the place of these walls. That is the only way of obtaining the necessary ventilation for the cellars. In addition, all cellars should receive a concrete floor.

8. Bed-ticking should be supplied for the straw upon which the boys now sleep. As soon as possible the straw should be replaced, either by mattresses or by additional blankets. The use of straw is bound to be unsanitary.

9. Civilian night-watchmen should be employed. The present method of night supervision by sleeping officers and neglectful inmate watchmen cannot be satisfactory, either from the standpoint of security from escape or to avoid immoral practices.

10. Proper sleeping and social accommodations should be supplied for the instructors.

11. A small water tank with faucet for drinking purposes should be supplied.

12. We strongly emphasize the paramount importance of a good and plentiful water supply, washing and bathing facilities and sewage disposal.

13. If further transfers from the Penitentiary are to be made, the mixing of the Reformatory boys with the Penitentiary men should be guarded against, even to the slight extent found at the time of this inspection.

14. The new kitchen and its surroundings, including the pantry, garbage cans, etc., should be kept cleaner. The slightest letting down from a rigid standard of cleanliness means an inevitable slipping into neglect and dirt.

15. The mosquito netting supplied for the most part in the farmhouse should be supplied completely on both sides of the farm and on doors as well as on windows.

16. The sewage disposal system should be completed as soon as possible on both sides of the farm and connections with new toilet facilities made.

17. Until such time as this is completed, the privy, particularly on the farm side, should be completely overhauled and cleaned up.

18. Concrete floors should be laid in the cellars in the farmhouse, and the supporting walls separating the old from the new cellars should be improved and in so far as possible removed.

19. A civilian night watchman should be employed on both sides of the farm whose duty it would be to constantly supervise the bunkhouse at night.

## III

1. It is assumed that the work of construction, of drilling for wells, of obtaining the necessary material for the installation of a tank and connection with the water supply on the farm side, the completion of a temporary sewer system,

the obtaining of an electric generator, the installation of water-heaters on both sides of the farm, the general improvement of the grounds, etc., are taking place as fast as possible. Urging expedition in these matters would therefore seem unnecessary. The inspector cannot help disapproving of the extension of the bunk system to the new construction camp. It would be much better if cots were installed instead of bunks. Supervision, cleanliness, order, are much facilitated by the use of cots. Further, since the temporary quarters are to be used for a considerable period of time, it would have been better to install steam heat than a large number of coal and kerosene stoves.

2. The chief recommendations still remain those having reference to general cleanliness and institutional order.

Very much better standards should be set and followed out in reference to:

- a. Making up of the beds.
- b. The supply of bedding, (particularly of sheets).
- c. Laundering.
- d. Cleanliness of the kitchen, scullery, vegetable-room, dining-room tables on the farm side, bath and toilet rooms on the farm side, etc.

3. An entirely new set of dining-room tables should be installed on the farm side. They should be made of heavy lumber instead of the thin ship-lathing. They should be covered, if necessary, either with oilcloth or with zinc.

4. All necessary information regarding the condition of health of inmates transferred from Hart's Island should be forwarded to the farm.

5. There seems to be a sufficient force of employees on the farm at present to dispense with the use of inmate clerks. This change is urgently recommended.

It was not until the fall of 1915 that things were beginning to get under control. Two distinct units had been created on the farm; one, the farm group proper, the other, the construction group, working on the Rodman farm on the hill, in the erection of temporary buildings to be used in work upon the construction of the permanent buildings. The two units have been run as entirely distinct groups. Inmates transferred from the Penitentiary have occupied the construction unit, the Reformatory boys being retained on the farm side. The plan has been to remove the entire Reformatory to the New Hampton Farms as early in 1916 as practicable.

The chief cause of delay has been the difficulty of finding water. Numerous wells have been dug by the Department of Water Supply of the City of New York without success. The institution has had to struggle along with two small wells for drinking purposes. No power pump had been attached to either of these until the fall of 1915. By that time an engineer, who is to take complete charge of all the building operations on the permanent buildings, had taken control of all matters relating to construction and sanitation. Under his system a fairly satisfactory water supply has been obtained for washing and bathing purposes by pumping water from the Wallkill River. Drinking water must still be brought in barrels from the well to the construction gang. The power pump was only lately installed on the farm side to supply water for that group for both drinking and bathing. By the fall of 1915 the general conditions may be summarized as follows:

#### PROGRESS.

1. Sufficient supply of water has been obtained for purposes of bathing and flushing of toilets. Automatic flushes have been attached to the toilets on both sides of the institution.

2. A temporarily satisfactory system of sewage disposal, consisting of a septic tank, gravel pit and pipes on the construction side, and a septic tank without pit or properly made pipes on the farm side.

3. A generally fair standard of cleanliness throughout in kitchens, messhalls, bunkhouses and on the grounds. This is not yet at all satisfactory but represents a tremendous improvement over previous conditions.

4. Better equipment in the matter of clothing and beds, better supervision, better transportation of supplies from the city, better conduct of the storehouse have been accomplished.

The institution is in a constant state of transition so that little of what is said at one time applies at the next inspection. Conditions at various times during the year have been clearly set forth in the inspection reports which are, however, too lengthy to reproduce here. It is fair to assume that during the year 1916 the farm will have been brought to a point where it is no longer to be treated as a farm branch of the reformatory institution but as that institution itself in temporary quarters.



## BRANCH WORKHOUSE, HART'S ISLAND.

With the transfer of Warden John G. Murtha from Hart's Island to take charge of the Penitentiary on Blackwell's Island, Henry O. Schleth, formerly in charge of the City Prison, Queens became warden of this Branch Workhouse. The problems of this institution being entirely different from those dealt with formerly by Warden Schleth, it has taken some time for adjustments to be made.

There are generally between 600 and 700 male inmates at this institution, of whom about 100 are boys transferred from the Workhouse or Penitentiary. Boys are kept, so far as possible, separate from the rest of the population. In addition, there are approximately 40 to 45 women, also transferred from the Workhouse or Penitentiary, half of whom are patients in the tubercular ward which constitutes about half of the women's part of the prison at the northern end of the island. The women's department is separated from the Reformatory and the male Branch Workhouse by some farm land and by Potter's Field. This cemetery has been the worst nuisance on the island, subjecting its inhabitants to the constant mental presence of the dead and to the even more disgraceful occasional spectacle of disintegrating bodies. Negotiations have been under way during the year for the abolition of the use of this island as Potter's Field. No result has as yet been obtained. It will, however, be impossible to improve the island or begin operations on the new penitentiary to be erected there, unless not only the further burial of bodies ceases but the bodies now there are removed.

The physical plant of this institution has been often described and commented on as the worst in the Department. The buildings are old, dilapidated, inflammable, ill-planned, unsanitary, and ill-equipped. Particularly the Dormitory Building No. 5, where between 400 and 500 men are housed, is unsatisfactory because of the condition of its cellar, almost always partly under water. The buildings have no fire-escapes and the supply of fire extinguishers is barely sufficient. Beginnings have been made toward building fire-escapes on Building No. 5. The whole island is subject to visits from strangers on rowboats and motorboats and the smuggling in of contraband goods and the escape of prisoners by use of such boats takes place every now and then. The island should be very much more generously supplied with keepers to ward off such danger.

The particularly important changes at the institution have been, from a physical standpoint, the installation of mosquito nettings on a large number of the windows. The facilities for treating male tubercular patients have been increased during the year to a total

capacity of about 50. There has been, however, the very poorest equipment for their treatment. Invalid chairs, clothing, dietary and graduated labor facilities have been lacking. It has been rather the repository of the tubercular inmates of the Department than a departmental tubercular hospital for their cure. As a result of the poor equipment of the tubercular ward, and partly because of negligence on the part of the administration or of the keeper in charge, tubercular prisoners were often found in the wards when they should have been out in the open air. The medical observation on cases newly admitted to the institution has not been very thorough. They have been generally sufficient, however, to discover cases of tuberculosis and particularly cases of syphilis in the active stage. In such cases, the physician would make report to the warden, and the inmates would be re-transferred to the Penitentiary or Workhouse. No precautions have been taken, however, to remove such cases temporarily from general dormitories where they would stay until such transfer.

There has been a severe typhoid epidemic on the island during the year. At the Branch Workhouse, 76 cases occurred between July 21st and September 7th. Of these, four died. The source of infection has not been discovered; but the several stagnant pools on the island and the improper method of disposing of the garbage may have been contributory causes. The New York City Board of Health has cooperated with the institution in fighting the typhoid epidemic. Specific recommendations of the Department have been: The extension of sewer pipes leading to the surrounding waters to a point below high-water level; the treatment of garbage with borax for 24 hours in the open, and its subsequent burial; the abolition of stagnant pools, and, if possible, the elimination of Potter's Field.

The general efficiency of the keepers of the institution seems to have been poor. Prisoners from various gangs would be seen at parts of the institution outside and away from their gang, where, under efficient supervision, they would not have strayed. One teacher is assigned to the institution but his activities have, for apparently good reasons, been suspended by the warden.

The women's department, including the tubercular ward, has been generally clean and well kept. The new kitchen and dining-room for the tubercular, constructed of cement blocks, under former Warden John G. Murtha, have been particularly satisfactory.

A number of small riots and strikes have occurred, alleged by inmates to have been caused by poor food and poor service of food.

One of these strikes resulted in the placing of 51 prisoners in the "cooler," 20 of them in the regular disciplinary building, and 31 in the old condemned cells situated in the basement of the building used by the Reformatory as school and messhall. The 31 were distributed in some 6 cells, 5 or 6 in each cell, with the most wretched ventilation, malodorous and dark. The prisoners were placed in the cell in the morning and were released about 5 p. m. of the same day. The warden stated that while he recognized the unsanitary state of the condemned dungeons, and while he disapproved of their use, the occasion compelled him to resort to its utilization as an emergency measure. Conversation with the prisoners on the day following that particular strike brought forth the following complaints:

1. The food is very much poorer than in the Penitentiary. They therefore would like to return to the Penitentiary; riots are started with the express purpose of their being returned, it having been the custom previously to return recalcitrant prisoners, either immediately on their arrival on the Island, or soon thereafter, to the Workhouse or Penitentiary respectively.

2. The "boys" were allowed to smoke in the institution from which they were originally transferred, that is, the Workhouse or the Penitentiary, whereas they are not allowed to do so on this island. They therefore raise disturbances for the purpose of being sent back. This discrimination is a constant source of disciplinary infraction and makes the problem of the institution unduly severe, while causing more harm than good, both in the impression which the prisoners gain of not getting a square deal and in the inimical attitude thus established between the prisoners and the administration.

3. That the drivers, coming in from work later than all the others, find their food cold in the dining-room so that they never have hot food.

4. That the most and best of the food is sent to the large messhall and to the first sitting in the small messhall, so that the boys receive the leavings of the food on the second sitting in the small messhall.

Some of the above complaints, especially those with reference to the food and to the deprivation of the privilege of smoking, seem justified.

In disciplinary cases, where solitary confinement is the form of punishment meted out, the ration of bread and water is continued for the first three days of confinement. Three slices of bread and all the water desired constitute the ration, according to the statement

of the physician. On November 11th there were six prisoners in solitary confinement, one of whom appeared to be decidedly insane or imbecile, while another gave strong evidence that he was at least of a high-grade mentally deficient type. That such inmates are more likely to give cause for disciplinary treatment is evident. But that discipline cannot help them is equally evident. In such cases, transfer to a fitting institution, or a more fitting part of the Department, should be sought.

Inmates under discipline are visited at least twice daily by the physician, and once every half hour by some officer, though the latter does not necessarily see the inmates in confinement. Each inmate in solitary confinement is supplied with a bucket. These buckets at the time of previous inspections were supplied with covers. There were no covers found on later visits. It was stated that the prisoners destroy them or use them for breaking through the partitions between neighboring cells. A number of such holes in the partitions were seen by the inspector. It is recommended, and in this respect the opinion of the physician is seconded, that the buckets be entirely removed from the cells and that the prisoners be taken out of their cells to attend to their physical necessities whenever required.

#### PROGRESS MADE.

A long list of improvements can be chronicled for the years; some of these are listed here. Some took place under the previous administration of Warden Murtha, especially in the kitchen and dining-room for tubercular women; the use of the screen for visiting prisoners, the removal of the office to more fitting quarters, the addition of a physician to the island staff, the extension of the tubercular wards for women, the construction of a cement walk along the women's building, etc. The following are more recent changes:

1. The older and the younger male prisoners are more thoroughly separated by the removal of the old and decrepit to Building No. 2 (the wisdom of such a use of Building No. 2 is questioned).

2. The time for supper has been changed from 4 to 5 p. m. The hour between 4 and 5 p. m., after labor, is allowed for recreation in the dormitories or on the field. Outdoor recreation in the summer is between 5 and 6 p. m.

3. Newspapers are allowed prisoners.

4. An attempt has been made to censor incoming and outgoing mail without, however, any success as yet.
5. The utilization of a large dormitory, with capacity for fifty, as a tuberculosis ward.
6. Daily interview of warden with prisoners between 4 and 5 p. m.
7. Concrete floor in the messhall.
8. The organization of a baseball team and arrangements for an outdoor gymnasium near the tubercular ward.
9. The hospital painted white.
10. The construction of day rooms for the women's prison, by the extension of passageways.
11. The removal of all women from the laundry, thus preventing the commingling of men and women prisoners there.
12. Considerable improvements of the keeper's dining-room, including painting, the installation of glass-top tables, and better chairs.
13. The installation of potato cookers in the kitchen.
14. The construction of a coal shed for the women's prison, by which it is possible for the women to receive their coal in the winter without having to go outdoors in the badly exposed northern end of the island.
15. The beginning of a small library for the women, by a loan from the New York Public Library.
16. The substitution of women prisoners for male prisoners working in the homes of keepers living on the island.
17. The gradual removal of the inmate clerical force from the office. This is a most desirable administrative change.
18. The introduction of a checking system for the storehouse, and of direct delivery of provisions from the boat to the storehouse, instead of their being left on the dock over night.
19. The construction of a small separate laundry for the warden.
20. The exclusive exercise of the power to commit prisoners to the punishment cells by the warden or his authorized deputy.
21. The reorganization of the keepers' hours so that instead of their receiving forty-eight hours' leave every month, they now receive every other Saturday afternoon and Sunday off and Wednesday and Friday nights off, on

alternate weeks, until 8, the next morning. This required the establishment of a three-shift system.

22. The organization of a truck delivery on the island, so as to systematize the routes of delivery wagons.

23. A beginning was made in organizing the keepers and prisoner groups along functional lines, particularly for the purpose of obtaining desirable sanitary standards, clean roadways, etc.

24. The improvement of the schedule of boat service to City Island, including the extension of service until 1 a. m. on two evenings per week for the sake of the keepers.

25. The establishment of a system of discharging prisoners direct from Hart's Island, instead of returning them to the mother institutions on Blackwell's Island.

26. The discontinuance of the method of almost direct purchase by the prisoners of extra goods from City Island, especially through the keepers.

Warden Schleth intends:

1. To carry on further the departmental organization of work along functional lines.

2. To introduce half-time school and half-time work for the boys, of whom there are approximately one hundred.

3. To introduce a complete system of checks and controls, a reporting system, accounting system and general book-keeping, to replace the present system which is very inferior.

4. To obtain material for pajamas or nightshirts for the prisoners.

5. To establish a central barber shop for the prisoners, instead of requiring that their barbering and shaving be done in the dormitories and shops as at present.

6. To remove the kitchen to a place nearer the messhall.

7. To organize and unify the commissary department in substitution for the present system, by which a sister of the late Warden Kane sells tobacco and stationery while another person sells newspapers, and no one regularly supplies other extras needed.

All of the above are heartily approved and will mean a great improvement. It is suggested that, in addition to these, other improvements be made which are hardly less important, as, for example:

1. Granting the warden an additional reliable clerk and a satisfactory office-filing system. The warden's office at

present is the most poorly equipped office in the Department of Correction.

2. The construction of a visiting-room near the landing dock to make unnecessary the marching of visitors across the island (which is always attended with the danger of dropping "dope" and cigarettes).

3. The use of the approved double-screen system of visiting.

4. The razing of Building No. 2, which is entirely unfit for any purpose and constitutes a fire danger, particularly with the present group of old and decrepit inmates housed therein.

5. The organization of regular fire drills.

6. The construction of an assembly hall and gymnasium.

As a summary the following are

#### RECOMMENDATIONS MADE.

1. A complete and specific program should be adopted as early as possible, that would coordinate the improvements involving construction work needed on the island with definite plans of the final form of the penitentiary institution to be established on Hart's Island.

2. As most of the disciplinary trouble seems to be due to matters involving food and tobacco, and since disciplinary disturbances are more serious in an institution conducted on the dormitory plan without satisfactory disciplinary cell accommodations, special efforts should be made by the central office to insure a proper amount and kind of food, and arrangements by which tobacco may be supplied to the boys, as well as to the men, since practically none of the boys are much below 20 years of age, and practically all of them have smoked on the outside.

3. The improvements suggested above, namely, proper office equipment and a citizen office staff, a new visiting building, fire drill, and the support of the warden in carrying out his plan of organization, including the matter of records, checks and control, pajamas or night shirts, central barber shop, removal of the kitchen, etc., should be instituted without delay.

4. The construction of a disciplinary building, similar in general nature to that under construction on Riker's Island, is urged.

#### CITY PRISON, QUEENS.

The transfer of Warden Henry O. Schleth from this prison, of which he has had charge for several years, has not materially affected the conduct of the prison, in that the system obtaining, developed there by Warden Schleth, proved its efficiency by working under all conditions. Also, the plans for improvement formulated during Mr. Schleth's incumbency were continued by Deputy Warden Robert W. Barr, assigned to take Warden Schleth's place. The population during the year has somewhat decreased from the maximum of approximately 400 prisoners confined at the beginning of the year. The general construction of the prison is such that real classification or segregation is impossible; and the doubling-up that was necessary practically all the year made any classification only half effective. The general cleanliness of the prison has been found satisfactory at all times. The greatest trouble has been the lack of means for employing the prisoners. Hardly more than thirty-five or forty men serving sentence, out of a usual total of nearly 200 have had any work to do. The rest shared the idleness of the court prisoners. Provision for exercise in the jail yard was only in part utilized because the low wall and small number of keepers made the practice dangerous.

The artificial lighting of the cells has been most unsatisfactory. The cell equipment is lacking stools or chairs and shelf space. Sentenced prisoners receive towels which they are required to launder themselves. Court prisoners have not been given any towels. Pillowcases are laundered by the prisoners themselves instead of by an institutional laundry (which does not exist for this prison), and many of the pillowcases are often soiled. Blankets are aired in the yard once a week but are never sterilized or laundered. Prisoners here cannot buy food from the outside. They may buy papers, tobacco, stamps and the like. There is no caterer, as in the City Prisons of Manhattan and Brooklyn.

In the women's department, prisoners transferred from the Penitentiary are kept separately from those transferred from the Workhouse. The latter not being entitled to commutation have often involved the former, who are so entitled, in fights, thus causing a reduction in the commutation. The resulting separation was found necessary at all times, even during meals. On the women's side the supply of sheets, pillowcases, towels and clothing, has been altogether satisfactory and the standard of cleanliness has been high. During the year, window screens have been attached to all the windows of the women's department to prevent the passage

in and out of contraband goods, letters, notes, etc. Individual lights for the women's cells have been installed during the year. These lights are outside the cells and are fitted up with a reflector to throw the light into the cells. It is only a partly satisfactory system and is very expensive. It will not be carried into the men's department. Temporary "coolers" or disciplinary cells have been constructed in the women's department by inserting partitions in the connecting corridors joining the separate sections. Most of the women's department has been badly in need of paint. The water pressure in the toilets has been very poor. No improvement has taken place in this matter during the year. Following is a summary of the principal improvements of the year:

#### PROGRESS MADE.

1. The old dangerously frail ceiling of the corridor on the top tier of the male department has been replaced by steel panels. They are, however, declared to be faulty by the warden who refuses to sign for them until they are perfected.
2. An extension of the prison, containing basement and one floor is under construction between the male prison and the kitchen. This extension is to have in the basement a carpenter shop, and is to be used on the first floor as a visiting room. The double-screen arrangement is to be installed. All the work is being done by the prisoners under the supervision of officials of the department. The work is progressing very satisfactorily.
3. An individual electric lighting system for the female department has been installed.
4. The office has been plastered and painted and improved generally.
5. The new concrete kitchen floor has been completed.
6. The kitchen and store room equipment has been improved by the installation of two roasters, two vegetable cookers, one gas range and a new ice box.
7. The use of antiseptic methods has been introduced in connection with the shaving of the prisoners.
8. The food has been considerably improved, largely through the installation of new kitchen equipment.
9. With the cooperation of the Prison Association an arrangement has been entered into with the Queens Borough Public Library by which the latter is supplying the institution with a circulating library of some 500 volumes under

the supervision of two librarians of the Public Library who go to the prison every week at a specified time.

For the improvement of many of the very unsatisfactory conditions which, despite the efforts of the administration still prevail, we make the following:

#### RECOMMENDATIONS.

1. Male prisoners should not be transferred from the Workhouse and Pententary to this prison unless it is absolutely necessary, or as a form of punishment, because of the enforced idleness which is worse at this institution than exists anywhere else in the Department of Correction.
2. For the proper distribution and treatment of the women prisoners, the plans of the Commissioner of Correction for the purchase of a prison farm for women are urged.
3. Money should be appropriated for making the outside wall of the jail yard higher, so as to make the yard available for exercising the prisoners, without the necessity of too much supervision. Until such time as the wall is thus improved, the administration should devise a plan for allowing prisoners into the yard at least three times a week.
4. Arrangements should be made to obtain a caterer for this prison who would supply the inmates with food and other necessaries at reasonable rates.
5. Appropriations should be allowed for the construction at this prison of a building to include at least a new kitchen, a messhall, laundry, chapel, and satisfactory bathing facilities.
6. The system of supplying individual towels to each prisoner every morning, as conducted in some of the other institutions of the Department of Correction, should be installed here. Sheets should be supplied for all the beds and should be laundered weekly. All pillowcases should be laundered regularly by the institution.
7. Toilet paper should be supplied to all prisoners.
8. The contemplated installation of a complete electric lighting system for the male department of the prison should be expedited.
9. Each cell should be supplied with a stool or chair and with a fair-sized shelf.

10. The gasoline torch for exterminating vermin should be applied more frequently.
11. The female prison should be repainted.
12. On each of the three floors of the female department a shelf should be supplied for keeping dishes and a good-sized sink for comfortably washing them.
13. Potato-peelers should be supplied to avoid the waste that now takes place.
14. There should be a deputy warden and some additional keepers added to the staff.

#### CITY PRISON, BROOKLYN.

The following report was made after inspection on April 15, 1915:

The population on the day of inspection was 453; 399 men and 54 women. Of these, there were serving sentence 108 men and 32 women. Of those serving sentence, 55 men and 29 women had originally been committed to the Workhouse and were transferred here to perform domestic labor, while 17 men from the Penitentiary were transferred merely to alleviate the overcrowded conditions at that institution. This entire group performs no labor. They spend their time in the cells, as do the court prisoners, and are allowed exercise, as are the court prisoners. Until recently, doubling-up in the cells had not been known at this prison. With the increase in the general population in the city's prisons, doubling-up has at times become necessary. The population has within the last month exceeded the five hundred mark.

Doubling-up in the female department is rather more frequent than in the men's department. This takes place whenever the maximum capacity of 61 is exceeded, and has been the case so far twice in the month of April, twelve times in the month of March and once in the month of February of this year.

Since the removal of the county jail for civil prisoners, which formerly occupied the floor above the offices at this prison, the space thus vacated has been used as sleeping quarters for some of the Workhouse "help." Thirty-five men are thus accommodated.

All prisoners spend approximately three and one-half hours of the day in exercise outside of their cells, and, if the weather permits, daily exercise is granted to all prisoners in the yard. The open-air exercise, however, is said to be not more than three-quarters of an hour per day, and some groups of prisoners, particularly those

that are isolated for medical purposes, such as "dopes," tubercular and venereal cases, have no outdoor exercise at all. This is said to be due to the paucity of keepers which makes it impossible to spare enough officers for yard duty during the day while the bulk of the prisoners are within the prison building.

The cells were clean and well kept in most cases.

The bedding includes, only blankets, pillows and pillowcases. It was stated that the number of daily admissions and discharges would make the use of sheets too difficult and expensive. It was also stated that all blankets are removed and sterilized approximately once every week, so that the use of sheets is not necessary. The removal of the blankets for the purpose of sterilizing takes place tier by tier, one tier per day, so that the round of the male prison is made once in eight days. This standard is considerably higher than that found in other institutions of the Department but the entire lack of sheets is not thereby remedied. The removal of the bedding used by any prisoner upon his discharge does not take place in every case unless the occupant was decidedly negligent in habits.

The cells are equipped with toilet, washbasin, running water and electric light. But there is no refuse can nor an individual broom per cell. Each prisoner is given a broom to sweep his cell out in the morning and the broom is returned when he is through sweeping.

There were two men and two women in the punishment cells on the day of inspection, the two men for shouting and whistling to the extent of disturbing the peace of the prison, and the two women, both "help," for refusing to work. The punishment cells in the women's department consist of what may be called ordinary rooms with barred windows. The light and ventilation are perhaps better than in the other cells, and the individuals placed in them are completely isolated from the other prisoners. They can, however, communicate by means of the windows. The women in the punishment cells are given full meals, but only blankets to sleep on, no beds. Buckets are used for toilet purposes.

The cells used for the temporary detention of prisoners returned from court, in which they stay, it is stated, for from fifteen minutes to an hour, were still as inadequate in size as of old. Male prisoners found to be suffering with venereal diseases, tuberculosis, or the drug habit, are segregated from the rest, on the fourth tier of the north cellblock. Prisoners on this tier are not allowed to mingle with the other prisoners at any time. They take their exercise on the gallery of the tier upon which their cells are, while the others

exercise on the "flats" on the central corridor. This is a hardship, particularly in the case of tubercular prisoners who are thus robbed of the opportunity for open air. On the day of inspection, one of the cells on this tier without the privilege of outdoor exercise. Another prisoner, suffering with gonorrhoea, complained that he was feeling the effects of the lack of open-air exercise, a thing permitted to other prisoners. Minors are segregated both in the assignment of cells and during exercise.

Despite frequent recommendations, no permanent apothecary has as yet been supplied. The importance of such an officer has been frequently emphasized.

#### RECOMMENDATIONS.

1. The most important thing for this institution is the employment of a permanent apothecary. The danger of entrusting the distribution of drugs to a prisoner, assigned as doctor's runner from the general "help," is of extreme seriousness.

2. The lack of hospital accommodations at this prison results in deplorable conditions. Numerous surgical cases who ought to have aseptic surroundings are kept in very unsanitary cells. Tubercular and venereal prisoners, prisoners under observation as to their sanity, and those afflicted with the drug habit, ought to be kept in hospital wards. Their present quarters in cells are the extreme opposite of proper facilities for their treatment. There ought to be adequate hospital accommodations in connection with this prison, either within the prison proper or by the designation of a prison ward in a nearby hospital, organized along lines similar to those of the prison ward of Bellevue Hospital.

3. In order to make possible outdoor exercise for all prisoners, including the so-called isolated cases, the number of keepers should be increased; for the same purpose the gates through which vans enter the prison yard should be enclosed and a double-gate system established. This would remove the danger of allowing prisoners in the yard during the greater part of the day when prison vans come and go.

4. The provisions for the temporary detention of prisoners returned from court should be extended. The present deplorable overcrowding of the small compartments, that should not hold more than four or five people, to the extent of two dozen and more constitutes a sanitary danger.

5. There should be added to the cell equipment the following: sheets, a refuse can and a broom.

6. The bedding should be removed from the cells after each occupancy, no matter whether the occupant appeared to be clean or was evidently filthy.

7. Visiting booths should be constructed on the double-screen plan. There is plenty of space available for this purpose.

8. If possible, no prisoners serving sentence in the Penitentiary should be transferred to this institution unless work can be provided for them.

Since the time of the above inspection, new arrangements for visitors have been installed in a hall outside, connecting with the lobby. Thick, heavy screens have been so arranged that when not in use for visitors they may be swung back to the wall so as to clear the passage. The building of a new garage has been begun but not completed. Attempts made to obtain access to the prison yard for civil prisoners, detained in the civil jail, were unsuccessful.

#### CITY REFORMATORY FOR MISDEMEANANTS, HART'S ISLAND.

The overseer is Louis E. Lawes.

The physical plant and general system of the Reformatory have been described in previous reports. During the past year there have been a change in the administration; the former overseer, Martin Moore, was removed on charges of cruelty and mismanagement and Mr. Lawes was appointed to take his place. Mr. Lawes has had long experience in reformatory work in Elmira. As a result of the administrative change and of the constantly growing conviction that the Reformatory had failed to advance in its standards, a special inspection was undertaken in June by the Prison Association that corroborated the impressions obtained in previous visits and inspections. Conclusions and recommendations resulting from that special inspection will be given below.

As to the physical plant, the Reformatory consists of three buildings, of which two are fairly modern and fireproof, and one is a firetrap. There is probably no other reformatory in this State so poorly constituted and equipped; for light, heat and power the Branch Workhouse, situated on the same island, is relied upon.

There has been a very definite deterioration in the equipment. No screens on doors or windows anywhere in the institution, not even in the hospital; plaster off the walls even of the new dormitory building, overcrowding of dormitories to the extent sometimes of 120 beds where plans called for 65; such are instances of general physical conditions. Plaster ceilings have been falling down in many places. In one toilet room situated above the kitchen all the plumbing had to be removed because of the constant leakage to the kitchen below, despite the concrete floor. Still handicaps in maintaining a clean institution have often been much more increased by the lack of brooms and other cleaning material.

The inmates in general have for most of the year been clothed in a fearfully shabby manner. Often a group of inmates, clad supposedly in uniform, would look more like a heap of rags than anything else. The little new clothing that was available was so badly tailored that it would go to pieces in very short time. Caps and footwear were in the same general condition. At one time there was a plentiful supply of No. 9 shoes on hand, but none of sizes 6 and 7, the sizes actually needed. The boys generally treated the clothing with the amount of respect it deserved.

Bedding was insufficient and ragged. There were no sheets, even for the hospital. Only half the pillows had pillowcases, and only half the beds were supplied with bedspreads.

The hospital, consisting of a small ward and a number of small rooms, had a northern exposure, the worst possible arrangement and the worst possible equipment. Until the addition of a medical officer to the staff on the first of March, 1915, the same physician served for both the Reformatory and the Branch Workhouse. The merest formality of an initial examination was gone through. The physician spent most of his time in giving light treatments at so-called clinics and supervising the three hospitals on the island. Tubercular and infectiously syphilitic inmates slept in the same dormitories with others, worked in the same gang with others, ate in the same messhall and used the same dishes. No sanitary precautions were observed in the general laundry system, nor in shaving and hair-cutting; especially for the latter, no system of sterilization has been in use.

The Board of Parole, consisting of nine members, of whom four are judges, exercises control over the general methods of the institution and over the discharge of inmates. Their standards have as a whole been mechanical and much inferior to those worked out at other reformatories. The so-called marking system has been

full of flaws, generally conceded to be detrimental by those acquainted with reformatory methods. The mechanical nature of much of the treatment given individuals has been strikingly antiquated.

The trade schools have hardly deserved the name, and the system of assignment to work has been haphazard and with little regard to corrective programs for the individual inmates.

The book school, consisting generally of three or four classes in the morning and the same number in the afternoon, has been the most primitive organization of its kind anywhere in the State. Three of the four classes were held in the same room or hall with teachers carrying on instruction simultaneously in all three classes without any physical separation between them. The scholastic standards of the school attained the height and commanded the respect natural under the circumstances. No incentives for concentration of effort were held out, either in the trade school, at labor or in general behavior; merely negative deterrent regulations were in force.

The disciplinary methods based on the marking system were irrational in their details, and were generously supplemented by the use of the "cooler." Bread and water would be the rule for boys in the cooler and the physical conditions were abominable.

As result of the conditions briefly referred to above the following recommendations were made:

#### CONCLUSIONS AND RECOMMENDATIONS.

1. Measured by the standards of modern reformatories in this and other States, the City Reformatory for Male Misdemeanants is woefully deficient at almost every point. The indeterminate sentence with a three-year maximum; the required minimum of six months at the institution; the system of earning ten marks per day, distributed at the rate of five for department, two for school and three for labor; the absence of a system of grades; the lack of proper classification and segregation; the deplorably poor physical facilities; the dilapidated state of the plant and equipment; the inadequacy and unrepresentability of the clothing and bedding; the lack of even primitive precautions against tuberculosis and venereal diseases; the unscientific method of passing upon the eligibility for parole by the Board of Parole; the trade school without curriculum or a definite system of training; the lifeless unorganized school of letters; the absence of correlation between school and



library; the utter inadequacy of the library; the shortage in all forms of equipment; and other matters too many to enumerate, make this institution a reformatory in name only.

2. Disregarding an estimate of this institution on reformatory standards and considering it merely as an institution for the proper care and custody of inmates, the institution must still be condemned from the standpoint of physical conditions, equipment and sanitation.

3. The whole reformatory is to be removed, as soon as practicable, to its new home in New Hampton, New York. There it is planned to organize a reformatory which, in the matter of acreage, of architectural planning and of the application of the most advanced principles of reformation, is not merely to be an improvement upon the present reformatory, but is to mark a new step in the development of reformatory principles and methods. To carry to that new institution the woeful inadequacy and unsuitability of the present reformatory would be nothing short of a calamity. The new reformatory must be initiated on a basis vastly different in system, in arrangement, in equipment and in standards, from the Hart's Island institution. The greatest danger at present is the perpetuation of the present system through the gradual transfer of the reformatory to its new quarters. There is a vast amount of experience, particularly in matters of detail, for the administration to draw upon. A complete modern reformatory system should be planned out in all its details without delay, so that it will be ready when the new home for the reformatory is occupied. This shall occur not by gradual transfer but as nearly as possible at one time.

In view of the above conclusions the following specific recommendations are made:

#### RECOMMENDATIONS.

1. The title of the chief administrative officer should be changed from overseer to superintendent.

2. The unused parts of the plant should be utilized to their fullest capacity. Very satisfactory basements are available in the administration building and in the industrial building, both built in 1910. These basements should be used either for the organization of a permanent storeroom

or as a drill room in inclement weather, or as shops for the purpose of making the present shops available for dormitories to aid proper segregation.

3. Partitions should be built in the present hospital ward, situated in the industrial building, so as to provide for:

- a. A separate ward for contagious cases.
- b. An operating room for contagious cases.
- c. A physician's office.
- d. A dining-room.
- e. A general ward.

Bathing facilities should be installed in the toilet room attached to the hospital.

4. The large number of separate small storerooms should be united in one central storeroom (for which one of the basements in the new building can be made available), with a responsible officer in charge, so that a complete centralized check may be had of all material handled.

5. The school building should be improved, so far as it is possible to improve a building of that character, for the purposes of its present use. That implies the overhauling of all the plumbing, the painting of all rooms, and the improvement of the wooden floors.

6. Provision should be made for the separation of school classes. This may be accomplished by a different utilization of the present facilities. If, however, that is found impossible, then part glass, part wood partitions between school classes in the large schoolroom should be erected.

7. In the disciplinary building very much larger spaces should be cut in the top of the solitary cells, through which better ventilation would be made possible.

8. The daily ration for inmates in solitary confinement should be increased. Bread and water once a day is not sufficient. Moreover, there should be a distinction between solitary confinement with full rations and solitary confinement on bread and water.

9. A satisfactory amount of sheets and pillowcases should be supplied so as to make possible the use of sheets and pillow cases on all the beds throughout the institution, and a weekly change for all.

10. A sufficient amount of the cloth for uniforms should be supplied to make it possible to equip each inmate with two presentable suits, one for week days and one for Sundays, holidays and other special occasions.

11. A sufficient supply of underwear, shirts, socks and shoes is imperatively necessary.

12. Night shirts should be supplied for every inmate.

13. All inmates' clothing should be marked so that no interchange shall be possible.

14. Towels should not be kept by inmates an entire week. There should be a sufficient supply of towels, and the laundering should be so arranged that an individual towel can be supplied to inmates every morning, and for their bath. This is especially necessary for an institution run on the dormitory plan. Towels should also be available on a similar basis in the shops and at other places of work.

15. In sending material to the laundry, care should be taken to have the clothing from the hospital and the clothing of inmates suffering with tuberculosis, venereal diseases, or other contagious diseases, sent directly to the sterilizer before sending such clothing to the general laundry.

16. The medical department should have supervision over all matters of sanitation, including laundry, bathing, towels, barbering and strictly medical sanitary work.

17. Inmates should take baths at least three times a week, instead of once a week.

18. Inmates suffering from tuberculosis or venereal diseases should under all circumstances be segregated in reference to sleeping, eating and labor assignment. The space back of the shower-bath compartment might be utilized as part of such scheme of segregation. One or two of the smaller shops in the center of the industrial building should also be utilized for the purpose, if necessary, and the shops thus removed should be placed in the basement of the main building.

19. In barbering, shears and particularly razors and brushes, should be sterilized after each use. This should be done either by the use of an electric sterilizer or by the use of antiseptic solutions. Especially in an institution where those affected with infectious or contagious diseases are not segregated, such precautions are absolutely necessary.

20. Proper medical records should be kept, to include hospital records, records of treatment of individual inmates, hospital bed sheets, etc., also a registry book for contagious and infectious diseases, furnished by the Department of Health.

21. Trade instruction and work should be developed along lines of trade school curricula.

22. The school should be developed along modern lines. Better facilities should be provided and it should be correlated with the trade instruction and particularly with the library; the use of inmate instructors should be encouraged and developed, and, in general, the school should be made a more integral part of the reformatory system.

23. The system of visits should be changed and so organized as to prevent the smuggling in of "dope" and other contraband material. The double-screen system is the only method so far devised that will answer the purpose. It may not be necessary to use a double screen in all cases but it should be used whenever there is a trace of suspicion. Even before the Reformatory is started on its new site the general system of the reformatory should be changed, especially in the following particulars:

a. The minimum period of detention of six months should be increased.

b. All boys should be seen by the Board of Parole at the time of considering their eligibility for parole.

c. "The handing out of lemons" should be discontinued. Each boy should be treated as an individual upon the basis of his possibilities, in which his record shall be considered only an indication not a determining factor. The members of the Parole Board should have frequent personal interviews with the inmates.

d. The scale of punishments and the system of marks should be changed.

e. A system of gradation and classification should be introduced.

f. The school and labor activities should be so organized that credit may be given for the quality of performance, thus creating an incentive for earnest efforts on the part of the inmates.

g. Closer cooperation should be worked out between the parole department and the institution proper.

25. Talking at meals should be allowed.

26. Toilet facilities should be installed in the disciplinary building; the buckets should be removed from the solitary cells and the prisoners allowed to attend to their physical wants.

Many of the conditions, referred to above as existing during part of the year, were improved before the end of the year. Some of the most important of these improvements are the following:

#### PROGRESS MADE.

1. The number of keepers was increased from twelve to nineteen, so that at present there are thirteen keepers on day duty and six on night duty.
2. The liberties granted to the inmates have been increased. The severity of discipline has been relaxed and as a consequence a very much freer spirit obtains. In the dormitories, according to statements of the boys, it was required during the administration of the previous overseer that hymns and poems be learned by heart during the interval between arriving at the dormitory and going to bed. Inmates were required to sing hymns and rehearse them so that they would be able to sing them in proper form at the daily singing classes held in the school building between six and seven p. m. The time not occupied in learning hymns and poems by heart or by singing had to be spent in reading. The boys state that to be caught without an open book meant punishment. The boys now are at liberty to do as they please in the dormitories, providing they keep reasonable order. Compulsory singing and compulsory learning of poems has been discontinued. On the athletic field, it was stated, it had formerly not been permitted to "root," shout, or even talk. Now, the boys may follow their natural impulses within reason in that respect. Talking is allowed in the assembly hall.
3. For the supervision of the boys in the messhall and at work, each of the four divisions has elected four captains to act as monitors. An improvement in general behavior and in the decrease of infractions of discipline has resulted.
4. The school building has been made much more cheerful by the placing of window-boxes with plants in the windows of the messhall, assembly halls and schoolrooms.
5. The storeroom for provisions and the vegetable cellar have been thoroughly cleaned out.
6. The position of a separate physician for the Reformatory, created in the budget for 1915, has been filled since March 1, 1915.

7. A number of the boys had so much loss of time charged against them that it would have been impossible to release them before the lapse of the three-year maximum. The overseer has recommended the reduction of a large number of these losses on the basis of character and good conduct of the individual inmates.
8. The hospital has been removed from its previous quarters in the school building to its present quarters in the industrial building.
9. Bathing and physical examination of each inmate upon discharge are now a part of the program. This apparently self-evident necessity has never been met, it was stated, until very recently.
10. Re-plastering of the kitchen, re-painting of the keepers' dining-room, and removal of the plumbing from the school building, have occurred.
11. Apparently the title of overseer has been changed, for the year 1916 and thereafter, to that of warden, which is better than overseer but not as good as superintendent.
12. The better utilization of the plant, particularly of the basements, has been to a large degree accomplished by the organization of a new storeroom.
13. The hospital accommodations have been very much improved as above related. However, there has been no separate dining-room provided nor bath installed.
14. A beginning has been made for a satisfactory supply of sheets and pillowcases, for uniform clothing, for underwear, shirts, etc. There is, however, still an insufficient supply of socks, and the brogans used are still as unsatisfactory as ever.
15. Individual towels are marked with the number of the inmate. There is one towel for each inmate in the shop, and, according to the statement of some of the inmates on the last day of inspection, they receive clean towels in the dormitories daily.
16. The activities of the medical department have increased and improved; no care has been exercised, however, to notify the officials of the New Hampton Farms of cases of tuberculosis or recently cured cases of venereal diseases included among inmates transferred to the farm.
17. The segregation and treatment of tubercular cases has not been perfected, but those in the contagious stages

of venereal diseases have been properly segregated in the hospital. The hospital laundry is sterilized for a half hour before it is placed with the general laundry.

18. The system of records kept by the physician has been somewhat improved, principally by the addition of the record book for infectious diseases, supplied by the Department of Health of the City of New York.

The new executive head of the institutions has taken hold of his problem in a thorough manner and both the accomplishments noted and his plans for the future, which include many of the recommendations listed above and some not listed, show a promise of efficiency and progressive individual treatment for the inmates of the institution that should usher in a new era in the history of the Reformatory.

#### HOUSE OF DETENTION, 203 MULBERRY STREET.

INSPECTED AUGUST 27, 1915, BY PHILIP KLEIN AND E. R. CASS,  
10 A. M. TO 11:30 A. M.

The House of Detention is under the supervision of Captain Kinsler and is used solely for the detention of male and female material witnesses and not for persons under criminal charge. Persons detained are entitled to a per diem compensation during their detention, the amount of such per diem being determined by the committing judge or justice. The only expense upon the person detained is for personal laundry and extras. His food and lodging are provided for by the city. It is not unusual for witnesses detained six months or a year to leave with large sums to their credit. There is no objection to this as a matter of principle but it would probably be fair to deduct from this per diem paid the witnesses, the cost of their maintenance, which would be a natural expense upon them on the outside.

The staff consists of six patrolmen and three matrons working on eight-hour shifts, and a purveyor. The latter is a resident employee and does not receive a salary, but, instead, twenty-five cents per meal per prisoner and free living quarters, including light and heat. The purveyor is responsible for the janitorial work of both the male and female quarters, for the laundry work, and for the preparation of the food.

The total population at the time of inspection was fifteen men and three women.

There are two separate buildings, one given up entirely to male prisoners and the other in part to quarters for women and in part to the administration. The main building faces the street. On the first floor of this building are the reception quarters and the officers' rooms; on the second floor the purveyor's living rooms. The third and fourth floors are divided into day rooms and dormitories for women. A narrow, wooden stairway is the only means of access from floor to floor. In the basement of this building are the dining-room for all prisoners, the kitchen and a washroom. This washroom is provided with two stone laundry tubs and a tub for bathing. The latter was installed, not as a part of the regular equipment, but to provide accommodations for warm-water bathing for female prisoners. This was made necessary because the bathing facilities for women on the third floor of the same building do not include hot running water.

During the summer months a large room on the fourth floor of an adjoining building is used as a dormitory. This room is very well lighted and ventilated and is accessible directly from the hall.

The building has been standing since about 1871 and is non-fireproof in every detail, such as wooden floors, cross-beams, stairway and steps. The seriousness of the fire danger is aggravated by the arrangement of the stairway, which is continuous practically from cellar to roof, thus providing a veritable flue in the event of fire. Furthermore, the fact that gas is burning almost continually in various parts of the basement and that there is also a large hot-water heating range and coal range for cooking in the basement make the conditions even more dangerous. There are no standpipes for hose connection, no fire extinguishers, no buckets and no fire drills.

The building used for male prisoners is directly in the rear of the building above described and is separated from the same by a courtyard. The north and south sides of this courtyard are enclosed by a brick wall. In the center of the yard, running north and south, there is a tall, wooden fence. In the past it has been found necessary to devise many means to prevent the escape of witnesses over the walls, fire-escapes and roof. The present precautions consist of an iron-spiked fence, sheets of tin and other spiked devices. However, these are not satisfactory. To provide satisfactorily against escape it will be necessary to encage the whole yard. The house itself is an old, four-story, non-fireproof structure, poorly lighted, poorly ventilated and antiquated in design. The lowest floor is below the street level and has toilets and urinals on the south side. Since the time of the last inspection new toilet bowls of a modern type

have been installed. On the same side and west of the toilet room is a very dark room fitted up with a shower-bath. It is necessary to have gas lights in this room both day and night when it is in use. On the north side the hot-air heating apparatus is located and also a room for keeping clothes, etc. This section is wholly dark and very damp. The plans of the first, second and third floors are similar. There is a dormitory on the south side, one on the north side and between the two (and in the front of the building) is a room, about half the size of the dormitory, used as a day room. The other half of the space between the two dormitories contains a stairway constructed of iron and wood. The fourth floor is one large room, used sometimes as an indoor exercise room, and, when necessary, as a dormitory. The dormitories are equipped with six iron cots each, placed closely together. The air space in each dormitory is practically 2,000 cubic feet, or about 333 cubic feet per bed. This is less than the requirements set forth by the New York City Board of Health for lodging houses. Conditions are aggravated because of the fact that there is only one window to a dormitory and that the ventilating system is practically worthless. Holding a match before the ventilator openings in the wall demonstrated that there was no draught. It was stated that the dormitories had not been painted in the last four years. The last coat of paint was of a dark color and despite the evidence of satisfactory cleanliness, the color of these side walls has become many shades darker, thus making for a very gloomy and cheerless atmosphere. The general condition of the walls in the dormitories is disgraceful and should not be tolerated. In many instances the paint was peeling off in large pieces. Undoubtedly, the appearance of the rooms can be much improved by the application of a light-colored paint. This was proved by the appearance of one of the day rooms that had recently been so painted. The doors of the dormitories are of the iron-barred type, such as are found in regular cells, and are locked at night.

If the number of inmates is less than forty there are usually two posts assigned to the building, requiring six patrolmen, two at a time on eight-hour shifts. These two patrolmen are responsible for the supervision of the six dormitories. If the census increases to forty or more, an additional post is established, making the total number of the staff in the house nine, three at a time. At any rate, the number of dormitories is in excess of the maximum number of officers that are detailed, therefore making impossible constant supervision of the dormitories, which is absolutely essential if immoral practices are to be prevented.

## INSPECTIONS.

The inmates arise at seven o'clock in the morning and leave the dormitories. They return to the dormitories at 10 p. m. The day is spent either in the day rooms or in part of the small yard separating the two buildings. The prisoners are not required to clean the dormitories or make their own beds. The bedding consists of mattress, sheets, pillow, pillowcase, blankets, and bedspread. The sheets and pillowcases are changed twice a week, the bed spreads once a week. The cleanliness of the whole building, both male and female departments, was satisfactory.

The dinner was in course of preparation at the time of inspection and appeared to be satisfactory. The bill of fare was given roughly as follows:

Breakfast: Coffee, bread and butter and cereals or wheat cakes, or the like. On Friday eggs are substituted for cereal and on Sunday steak or chops.

*Dinner:*

<i>Monday:</i>	Lamb stew with potatoes, bread and butter.
<i>Tuesday:</i>	Corned beef and cabbage, potatoes, bread and butter.
<i>Wednesday:</i>	Goulash, some vegetable, bread and butter.
<i>Thursday:</i>	Roast beef and potatoes, one additional vegetable, bread and butter.
<i>Friday:</i>	Fish, cold slaw, bread and butter.
<i>Saturday:</i>	Hamburger steak, vegetables, bread and butter.
<i>Sunday:</i>	Roast lamb, or pork, with vegetables, bread and butter.

On the day of inspection the dinner was to be fish, tomato sauce, bean soup and potatoes. The food was seen in the course of preparation and appeared satisfactory in every way.

The refrigerators and tins were clean.

Supper was said to consist of cold meat, salad, dessert, tea and bread and butter. The meals are taken in the dining-room which seats approximately twenty-eight at a time. The women eat first and then the men.

The records for the year ending July 31st show the following:

	Number of days	Number of meals served.	Sum paid to purveyor.
Total for year	14,263 ½	42,802	\$12,062.75
Average per day	39.09	117.27	33.048

The purveyor had been receiving thirty cents per meal per inmate until January 1st of the present year. Since then she has been receiving twenty-five cents per meal per inmate. For this sum, as has already been stated, she is required to furnish not only the meals but also janitorial service for both the male and female departments and the necessary laundry. This means work for not only the pur-

veyor and her daughter but for at least two other servants, constantly employed, and the service of extra help when necessary and the occasional service of a laundress and of a window-cleaner. It was stated that the purveyor employs constantly one man at twenty-five dollars a month and maintenance and one woman at twenty dollars a month and maintenance. The method of paying the purveyor for the board of the prisoners detained is similar to that which existed under the old fee system for the sheriffs of the various counties. This is an unwise system of maintaining the inmates of any institution. There should be expended the necessary amount for all items of maintenance, such as food, janitorial services, etc., but this expenditure should not be made a basis of speculation for a contractor, whether called purveyor, or otherwise, for the risk is too great, either of unsatisfactory service or of loss on the part of the contractor. A study of the figures for the past year gives the following:

The sum actually received by the purveyor for the year ending July 31, 1915 was .....	\$12,062 75
The cost of provisions in the institutions of the Department of Correction in the City of New York is 16 cents per capita per diem. On this basis the total expenditure by the purveyor for food of the prisoners at the House of Detention for the above year would have been .....	\$2,282 86
However, the inspection of the food showed that the standard of meals is very much superior to that of the meals in the Department of Correction. We may safely place the per capita per diem at a minimum of 25 cents. At this rate the sum expended would have been .....	3,539 24
Assuming the latter sum, and adding to it an annual salary for two servants, amounting to .....	540 00
Their maintenance at the rate of 25 cents per diem would be .....	182 50
Adding to this further the cost of cleaning material, extra help such as laundresses, window-cleaners, etc., and outside laundry charges, to the amount of approximately .....	400 00
We have an approximate estimated cost to the purveyor of .....	4,661 74
Deducting this from the total received for the year — there is a profit of .....	\$7,401 01

Adding to this the approximate value of the rental (for which no charge is made) at \$300 there appears to be approximately an income of \$7,700 for the year from August 1, 1914, to July 31, 1915. We may allow a margin of error even as high as \$2,500 and the earning capacity of the purveyor's privilege for that year was worth over \$5,000. The personal services of the purveyor amounted to the services of the purveyor and her daughter.

#### RECOMMENDATIONS.

1. It is a principle generally accepted by the authorities on the subject that there are only two alternatives admissible

for the proper detention of a large number of persons. That is, either in separate rooms, one person to a room, or in large dormitories with constant night supervision in each. The use of small dormitories, making constant night supervision an economical impossibility, has been generally condemned. The system at the House of Detention provides just such accommodations in small, unsupervised dormitories. It is therefore concededly a wrong method of detaining persons. We therefore urge the abolition of this system.

2. Regardless of the question of system, the condition of the detention quarters from other standpoints also fails to come up to modern standards. This is emphasized by the non-fireproof character of both buildings and the lack of adequate toilet accommodations, especially in the men's department, necessitating the use of buckets during the night; the insufficiently lighted and ventilated dormitories, shower-bath compartment, toilet compartment, and clothes-room in the basement; the decided lack of a sufficient amount of air space per dormitory, and the bad condition of the side walls, due to lack of paint and plaster.

We therefore recommend the following:

a. New quarters should be provided complying with modern requirements for privacy, proper supervision, light and air, opportunities for necessary outdoor exercise, adequate toilet and bathing facilities, satisfactory heating apparatus and a sufficient supply of hot and cold running water wherever necessary.

b. Pending the acquisition of quarters meeting with the above requirements the following changes are strongly urged:

Both buildings should be provided with chemical fire extinguishers and fire pails.

Regular fire drills should be conducted.

Adequate toilet facilities should be provided in connection with the male dormitories so as to obviate the use of the buckets at night.

Running hot and cold water should be supplied in the women's department so that they may not have to be brought all the way down to the basement for a bath (a practice open to numerous dangers).

All the male dormitories should be painted a light serviceable color.