

STATE OF NEW YORK

_____ A.P.R.

THE EIGHTY-EIGHTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1932



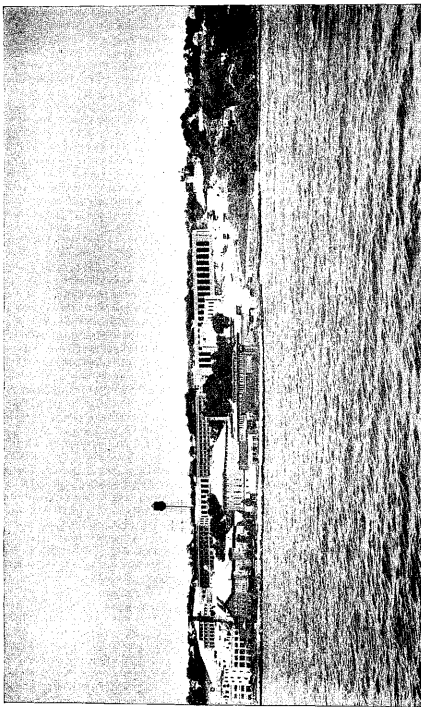
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P R E F A C E

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

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

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



SING SING IN 1932

THE PRISON ASSOCIATION OF NEW YORK

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

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

* The managing body of the prison.

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THE PRISON ASSOCIATION OF NEW YORK

OFFICERS FOR 1932

President *Recording Secretary* *Treasurer*
 E. O. HOLTER HAROLD K. HOCHSCHILD C. C. AUCHINCLOSS

Corresponding and General Secretary

E. R. CASS

Vice-Presidents

GEORGE W. KIRCHWEY MORGAN J. O'BRIEN

GEORGE W. WICKERSHAM

Executive Committee

GEORGE W. WICKERSHAM, *Honorary Chairman*

Class of 1933

J. FENIMORE COOPER
 ALEXANDER M. HADDEN
 FREDERIC P. MOORE
 MRS. H. HOBART PORTER
 WILSON M. POWELL
 DEAN SAGE

Class of 1935

CHARLES M. BALDWIN
 FULTON CUTTING
 WILLIAM H. GRATWICK
 HENRY G. GRAY
 HERBERT L. PRATT
 CHARLES H. SABIN

Class of 1934

MRS. JAMES F. CURTIS
 RICHARD M. HURD
 RICHARD C. PATTERSON, JR.
 FRANK D. PAVEY
 JOHN M. SCHIFF

Class of 1936

IRA BARROWS
 GEORGE BLUMENTHAL
 JOSEPH E. DAVIS
 MRS. E. MARSHALL FIELD
 JOSEPH R. SWAN

STANDING COMMITTEES FOR 1932

COMMITTEE ON LAW

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

COMMITTEE ON FINANCE

AUCHINCLOSS, SABIN, SAGE, BLUMENTHAL, PRATT

COMMITTEE ON DETENTIONS

BARROWS, BLUMENTHAL, HADDEN, SWAN, BALDWIN, MRS. FIELD,
MRS. CURTIS

COMMITTEE ON NOMINATIONS

HURD, SAGE, AUCHINCLOSS

COMMITTEE ON PROBATION AND PAROLE

POWELL, MRS. PORTER, HURD, SABIN, CUTTING

COMMITTEE ON PRISON ADMINISTRATION

MOORE, PAVEY, SAGE, SCHIFF, DAVIS, HOCHSCHILD

[10]

EIGHTY-EIGHTH ANNUAL REPORT OF THE PRISON
ASSOCIATION OF NEW YORK

March 6, 1933.

HON. M. WILLIAM BRAY,

Lieutenant-Governor of New York:

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

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK

By EDWIN O. HOLTER, *President.*

E. R. CASS, *General Secretary.*

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RECOMMENDATIONS TO THE LEGISLATURE

I

That an appropriation be made for the following positions in the State Department of Correction: (a) a director of schools; (b) a director of foods; (c) a director of classification. These positions were allowed in the Governor's budget for 1932, but were deleted by the Legislature. A director of schools is necessary to modernize the educational work of the department and extend its scope and efficiency. (See page 75 re: educational project at Elmira Reformatory.) A director of foods has long been needed to make for the more scientific and economical feeding of prisoners. A director of classification is greatly needed to establish a central stimulus and coordinated functioning of the classification program and personnel of the department.

II

Amend the Penal Law relative to punishment for fourth offenders, so as to make the 1932 amendment to the law applicable to those who were sentenced between 1926 and the date of the change in the law in 1932.

III

Amend the Penal Law relating to punishment for burglary and robbery first degree, so that those who were sentenced between 1926 and the date of the 1932 amendment will receive retroactive benefit in change of penalty for both crimes.

IV

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

V

That serious consideration be given to the expansion of the indeterminate sentence and parole to provide that first offender felons, except those convicted of arson, first or second degree, kidnapping, murder, first or second degree, rape, first degree, be eligible for consideration for release by the Parole Board, with the approval of the court, at the expiration of one year. Under this plan the court would determine the maximum sentence in harmony with the maximum provided for the particular offense of which the prisoner was convicted. Provision would necessarily have to be made so that in the event that the court refused its consent at

the expiration of the one year period the Division of Parole would have the power to again consider the release of the prisoner after he had served a period equal to one-half of the maximum term imposed by the court. (See pages 94, Prisoners: Their Crimes and Sentences.)

VI

That the Legislature determine a date subsequent to which it will be unlawful to use for the housing of prisoners the cells, legislatively and publicly condemned, situated in the old cell house at Sing Sing Prison. The unanticipated increase in the prison population has made necessary to some extent the continued use of these long complained of cells, but unless there is a specific legislative mandate prohibiting it, their availability for use is likely to continue indefinitely.

VII

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

VIII

That attention again be given to the need for special care and treatment of tramps and vagrants. The experience of institutions and agencies during recent years, especially in 1931, shows that the State must take action. The Beekman site in Dutchess County, which was originally purchased by the State for a tramp and vagrant colony*, but was never used as such, and was transferred to the Department of Mental Hygiene, again should be acquired for its original purpose.

* The Prison Association played a prominent part in the campaign in 1910-11-12 which resulted in legislation providing for a tramp and vagrant colony. The annual reports of the association for those years contain considerable material on not only the State situation, but the treatment of the problem in foreign countries. For a renewed and up-to-date statement of the problem the reader is referred to a study made by the Committee on Farm Colony for Vagrant and Maladjusted Homeless Men of the Section on Homeless of the Welfare Council of New York City, appearing on Pages 102 to 105 of the 57th Annual Report of the Association (1931). Original and subsequent legislation relating to the farm and industrial colony for tramps and vagrants, and subsequent action relating to the disposition of the site, is also given.

IX

Improve through legislation the present undesirable conditions with respect to the examination of persons awaiting disposition by the courts, in accordance with the provisions of Sections 658 and 836 of the Code of Criminal Procedure. This relates to those who are suspected of being insane or otherwise mentally ill, and the present practice of appointing lunacy commissions. The determining of the need for the appointment of numerous commissions, the personnel constituting the commissions, and the enormous amounts involved in the payment of fees to the members of the commissions, warrant prompt and thorough attention.

X

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

XI

Through legislation discontinue the sheriff's control of prisoners in Bronx and Richmond counties, and also in the handling of prisoners between the New York City prison (the Tombs) and the Criminal Courts building, and transfer the control of prisoners in transit to the courts to the sole jurisdiction of the Department of Correction of the City of New York. Further, provide for the placing of the complete control of prisoners between the New York City District Prisons and the Magistrates' Courts under the Department of Correction of the City of New York. The above proposals, if effected, will make for economy, the elimination of duplication, security, and the centralization of responsibility.

XII

That a special committee of the Legislature be appointed to investigate the complaints of police brutality, commonly referred to as the "third degree". The frequent reports of such brutalities and their denial, and at the same time the appearance of prisoners after their contacts with the police, suggest that an investigation

would be desirable in order to establish the truth or falsity of the complaints.

XIII

To improve the administration of the probation system in the State, it is urged that the recommendations (see page 92) of the Legislative Commission to Investigate Prison Administration and Construction be adopted. The Commission made a careful study of the probation system in the State, in cooperation with the State Probation Commission, and its findings should be held as impartial in the interest of sound probation administration.

CHAPTER I ACTIVITIES IN 1932

Legislation

Soon after the Legislature convened and throughout the session, the Association was again represented in Albany by its General Secretary, who also functioned as the legislative agent for the Commission to Investigate Prison Administration and Construction and the State Department of Correction. It was gratifying to find the Legislature receptive to provisions for the modification of some of the so-called Baumes Laws, the increasing of the personnel of the Department of Correction, the providing for two new institutions in the Department, as well as a number of other forward looking measures. For a detailed statement of the various bills see pages 41-48.

Appreciation

After the legislative session the following testimonial, artistically engrossed, was received from the inmates of Sing Sing Prison:

April, 1932.

For his wholehearted and untiring efforts in behalf of remedial and constructive legislation affecting New York State prisons and prisoners;

For his splendid achievements in reforming prisons and the prisoners confined therein;

For his sympathy toward human problems, his helpful cooperation, his progressive idealism, articulately and eloquently expressed;

For the renewed hope and courage made possible to the men confined within the walls by his constant efforts toward a better understanding and wider appreciation of social responsibilities:

We, the Mutual Welfare League of Sing Sing Prison, representing the entire prisoner-population of twenty-five hundred men, do hereby tender to

MR. EDWARD R. CASS

General Secretary of the Prison Association of New York,
our profound respect and gratitude.

Mutual Welfare League of Sing Sing Prison

CHARLES DE SALVO

Secretary

As indicated in our report for last year, the aims and efforts of the Prison Association of New York for the improvement of the correctional system of the State are closely interwoven with those of the Commission. Therefore, during the third year of the Commission's existence, the Association continued through its General Secretary, in cooperation with the Chairman of the Commission, Mr. Sam A. Lewishin, and its members, to give liberality of its experience and knowledge for the fulfillment of common objectives. Outstanding among the Commission's activities was the setting into operation of an educational experiment at Elmira Reformatory; a study of the probation system of the State, and a study of the crimes and sentences of those committed to the State prisons and Elmira Reformatory for the year 1931. In connection with the above activities three committees were appointed, and the General Secretary of the Prison Association was selected as Chairman of each committee. For further information relative to these studies see pages 75, 90, 94.

Centralization of the Magistrates' Courts In cooperation with Judge Joseph E. Corrigan and other members of the Committee on Centralization of the Magistrates' Courts, effort was continued to keep the proposal before the people. The proposal won further approval through its endorsement by Judge Samuel Seabury in his report* to the Supreme Court (Appellate Division—First Judicial Department) in the Matter of the Investigation of the Magistrates' Courts in the First Judicial Department and the Magistrates thereof, and of Attorneys-at-Law practicing in said Courts. Reviewing the arguments for and against the proposal, Judge Seabury makes this significant statement: "On the whole, and although there is no reason to believe that the creation of a centralized court would eliminate all the evils which are prevalent in the Magistrates' Courts, I am of the opinion that there are overwhelming advantages in the creation of a centralized Magistrates' Court."

Magistrates' Courts, Seabury In addition to an endorsement of the proposal for the centralization of the Magistrates' Courts, Judge Seabury made twelve other important recommendations. Thereupon Chief Magistrate McDonald requested the Section on Protective and Correctional Agencies of the Welfare Council of New York City to appoint a committee to consider these recommendations. The General Secretary of the Prison Association was made a member of this committee. The recommendations dealt with the following phases of the administration of the courts: consolidation of the Magistrates', Special Sessions and Children's Courts, and creation of a

* Report submitted, March 28th, 1932.

new court of Special Sessions; the appointment by the Appellate Division of Justices of the proposed new court of Special Sessions; clerical employees of the court; fines; bail; immediate arraignment; separate terms for preliminary hearings in all felony cases; family term of new court; central probation bureau; necessity for strict observance of law governing arrests; accuracy of record on appeal; representation of defendants. The New York County Lawyers' Association, the Men's City Club, and the Women's City Club, were also called upon to register their views. These were finally submitted, and it is anticipated that eventually some of the recommendations will be made effective.

Sympathetic interest was shown toward the Adolescent Court proposal made by Magistrate Jonah J. Goldstein for the establishment of an Adolescent Court. At a monthly meeting of the Executive Committee of the Association the proposal for a Minors' Court was discussed and endorsed in principle. The preliminary sentiment of the Association toward the proposal is briefly expressed in the letter below:

We are not altogether certain that the establishment of separate divisions of activity, whether they be bureaus or departments or courts, is soundly in the direction of the solution of some of the correctional problems confronting us. Those who know the field must admit that our correctional system has many poorly equipped units, which in part is the result of adding from time to time, without any definite program, assurance of personnel, equipment or fulfillment. Therefore, if the establishment of a Minors' Court is to mean the adding of one more unit to an already complicated and inadequately equipped system, we hold serious doubt as to the achievement of the benefits desired.

Furthermore, there is some question as to whether the setting aside of a separate court will accomplish as much as is anticipated. Youth, which has always been prominent in the crime picture, of course needs special attention on the side of prevention as well as treatment after the commission or suspicion of crime. However, the segregation of a certain group of youthful offenders awaiting disposition by the court, while desirable, is, nevertheless, inadequate protection for the group as a whole, because experience has shown that there is a decided mixture of personalities and criminal make-ups in any selected group. Impressive is the German system employed at the City Prison in Berlin, where youthful offenders are kept entirely separate, except during the school period, so that they will not contaminate each other or establish ways of defeating justice. While this complete segregation may not coincide with American ideas, nevertheless it has the definite advantage of preventing contamination during the period awaiting court action.

Now, as to the court itself, we cannot expect miracles. While our present judiciary is a mixture of able and less able members, however, do we find "miracle men" so that it is unsound to expect that a particular judge or a particular group of judges, even in a specially designated courtroom, can perform superhumanly. The so-called socially minded judge would have to be a superman to overcome through his comparatively brief contact with an offender the evils of previous contaminating influences. Therefore, we should not anticipate too much benefit from a closer tie-up of judge and individual offender during the brief period of court contact, especially for those of the ages included in the plan.

The more essential part it seems is the establishment of a social service division and an adequate and well qualified staff of probation officers. Whether this all important personnel can be obtained at a time like the present, or in the reasonably distant future, is a question. The point we desire to make is

that progress in the solution of our problems does not lie necessarily in the establishment of new and separate bureaus or courts or divisions of activity, but rather in the bringing up to the level of approved standards considerable of the machinery which is now available. In other words, instead of starting new lines of approach let us strengthen and better equip those which are now existent, so that all of those concerned within the youth group, regardless of certain ages, will gain the benefit of the best that our city has to offer for their protection and treatment, rather than give that benefit to a selected group.

Regardless of the usual denial on the part of the Third Degree police officials that the "third degree" system is used, there occurred during the year a glaring example of the abuse of police authority in the treatment of a prisoner named Hyman Stark, in Nassau County. As has been indicated in our previous reports, the Association has vainly attempted to arouse the Legislature to the point of conducting a wide and impartial investigation of the subject. In the Stark case four policemen were arrested on a charge of murder in the second degree. This case served to call country-wide attention to the brutal and inhuman methods used to force confessions from persons suspected of crime. It aroused public opinion against the practice in such a forceful way that it is safe to say that police officials will hesitate in the future before again resorting to some of the alleged practices. While there was wide condemnation of the conduct of the Nassau County police, yet it was surprising to note that when the prosecutor proceeded against the four policemen he was confronted with a growing local hostility. On this phase of the case the New York American commented editorially as follows:

As the trial is awaited of the Nassau County policemen for their part in the death of Hyman Stark, while in their custody, it is regrettable to see efforts being made to confuse public opinion on the issue which the case presents and to arouse some measure of sympathy for the indicted members of the police force.

Efforts are under way to form a citizens' organization, not ostensibly in behalf of the accused policemen but, as is alleged, for the apparently unrelated purpose of resisting the spread of gangster crime from the City of New York to the more quiet precincts of Nassau County. Funds are being solicited to support such an organization.

In various sections of the Long Island press, articles are appearing in which the police, now under indictment for the use of third degree methods, which resulted in the death of a police prisoner, are indirectly and inferentially defended.

Of course, manslaughter by the police cannot be defended openly. While the articles only stress the need of strengthening the hand of justice by forcing the accused to give testimony at his trial, it is impossible not to perceive an attempt to create a local sentiment which may find reflection in the minds of jury members summoned from the Nassau County community. The issue in this case should not be confused. It is plain.

It is inescapable.

**CAN CRIME BE PUNISHED ONLY BY CRIME ITSELF?
IS LAW UPHOLD WHEN THE SWORN OFFICERS OF THE LAW
RESORT TO ITS VIOLATION AS NECESSARY TO THE DUE PERFORMANCE
OF THEIR DUTY?**

THIS IS VICIOUS REASONING. If it ever gains a footing in the popular mind, there is an end of law and order.

In the Stark case, the police are charged with having violently brought about the death of a prisoner who had not been adjudged guilty of any crime. He had not even been arraigned or formally accused.

Even if the prisoner's guilt had been legally adjudged it would nevertheless have been a crime for the police to subject him to physical maltreatment.

THE LAW ITSELF COULD NOT IMPOSE SUCH A PUNISHMENT.
While the feeling of abhorrence with which Nassau County regards so revolting a crime as that of which Stark was suspected, and while a determination that the crime wave shall not sweep over their community, are easy to understand, it is to be hoped the people will not be led away from straight thinking by the specious agitation which seems now afoot in Nassau County.

THE LAW CAN ONLY BE UPHOLD AND ITS AUTHORITY VINDICATED when it is **STERNLY APPLIED TO ALL CRIMINALS—EVEN IF THEY BE FOUND AMONG THE POLICE.**

During the year the Association in its contact with prisoners in the New York City institutions reported a number of cases to the New York City Police Department. There followed the usual police investigations and the usual denials, and it was not possible to reach a satisfactory decision on the charges. One case was that of a boy, 17 years of age, who was reported to have no previous record, and who stated that he was beaten with boards by four detectives at the West 51st Street station-house. He was taken from his home at four o'clock in the morning, and members of his family stated that he was in good physical condition at the time of his arrest. The complainant stated likewise. However, between the time of his arrest and his delivery to the New York City Tombs, he, in the meantime, having been held at the station-house, this young prisoner received bodily injury. The Tombs doctor's report on the case read as follows:

An inmate, W. F., admitted to this institution on April 12th, and confined in the North Annex, was examined by me on April 12th. My record shows the following findings:

- Contusion of left lower jaw.
- Contusion of right chest, 7th-10th ribs.
- Contusion of left chest, 8th rib.
- Abrasion of right leg (and surface).
- Abrasion of left leg (and surface).

At present he is in good physical condition. The only signs left of the injuries are some discoloration of left and right sides of chest and some blood crusts on surface of legs.

This case came to the attention of the Association shortly after the Police Commissioner of the City of New York had announced a plan to end the charges of "third degree". The Commissioner's proposal was to have those who complained of brutal treatment examined by physicians not connected with the Department. Strangely, the Commissioner's proposal was not put into operation in this case, and the outcome was similar to that in all others, to wit, the police officers denied having mistreated the prisoner, and the prisoner still protested that he had been mistreated. There being no third or disinterested party present at the time of the alleged beating the police escaped being disciplined or prosecuted.

The Association proposes to continue its interest in this difficult subject, on the theory that might never makes right, and justice cannot prevail where physical force predominates.

The American Prison Association, having a nation-wide membership of those who have to do with the criminal in and out of institutions, and who are interested in justice and not at all inclined to sentimentalism, adopted, at its Sixty-Second Annual Congress, held in Indianapolis, October, 1932, the following resolution:

BE IT RESOLVED, Notwithstanding the fact that the prompt detection of crime and apprehension of the offender is of paramount importance if our communities are to be protected against crime, and giving full credit and honor to the members of our local, state and national police and crime-prevention agencies, a great proportion of whom risk their lives daily in the protection of our national and local welfare, nevertheless there has grown up in certain communities a practice known as the "third degree," the continuation of which threatens the very existence of law and order in our nation. The enforcement of law must be fair and humane. Lawless enforcement of the law must cease.

The American Prison Congress calls the attention of state legislatures to the existence of this abuse and strongly recommends that legislation, wherever necessary, be enacted to prevent its continuation.

Fortunately there is being developed a scientific and intelligent substitute for the barbaric third-degree methods of detection which are now being so severely condemned. The efforts of the Crime Detection Laboratory of Chicago and of certain enlightened police departments in our cities to take advantage of every contribution of science in the detection and apprehension of crime receives the commendation of this Congress and the adoption of such new methods is urged upon the police of all our localities as being more humane, more effective and more in consonance with the findings of present-day science and invention.

Continuing its interest in criminal statistics, Criminal Statistics the Association's General Secretary served on an advisory committee appointed by the U. S. Bureau of Census, and assisted in the preparation of schedules to be used in the taking of the decennial census during 1933. Further, he served as a member of an advisory committee on a report to the Judicial Section of the American Bar Association and the National Conference of Judicial Councils. The report considered by the advisory committee was prepared by Professor Leon C. Marshall of Johns Hopkins University, at the request of Chief Justice Carrington T. Marshall, Chairman of the Judicial Section of the American Bar Association, and Chief Justice James W. McGlendon, Chairman of the National Conference of Judicial Councils. The report was submitted at a joint meeting of the Judicial Section of the American Bar Association and the National Conference of Judicial Councils, held in Washington, D. C., on October 11th. Undoubtedly this report will serve as the basis for the beginning of a new and uniform system of judicial record keeping and statistics. The Prison Association has cause for gratification in having been asked to give advice on so important an undertaking.

Classification of Offenses

The General Secretary was also called upon to examine material on a uniform classification of offenses for criminal statistics, prepared by a sub-committee appointed at a conference called in Washington, D. C., by the U. S. Bureau of Census and the Bureau of Classification of the Department of Justice.

Prison Sunday

Three hundred clergymen were present at a meeting called by the Prison Association of New York in 1884. Thus the observance of Prison Sunday was initiated. Briefly, its purpose is to acquaint church-going people more intimately with the problems relating to the administration of penal and correctional institutions, the need for crime prevention, and the crime situation generally, and, as a result, to provoke or strengthen the demand for proper treatment of these serious matters. Are prisoners being coddled? Are penalties too severe? What are the facts regarding probation, parole and the rehabilitation of men sentenced to prison? What are the problems that administrators of prisons must face in the discharge of a public duty and responsibility? These pertinent questions are brought more directly to public attention, and especially that of church-going people, through the observance of Prison Sunday.

For many years the fourth Sunday of October was observed as Prison Sunday, but for 1932 the date was changed to the first Sunday in December, it having been suggested that this date would fit in more conveniently with church calendars and the activities of other interested bodies. There was an unusually satisfactory response to the request for the observance of the day. Literature on the subject of crime and its treatment was sought by clergymen and others in twenty-six states. There was also a very fine spirit of cooperation shown by the press, not only in the State of New York, but in many other states. Splendid cooperation was also received from both Catholic and Protestant church publications, and publications in the correctional field, such as the Journal of Criminal Law and Criminology; Correction, published by the New York State Department of Correction, and the Bulletin published by the National Society of Penal Information. The following is a typical editorial:

Next Sunday has been designated by the Prison Association of New York as "Prison Sunday" and clergymen of all denominations are requested to discuss in their sermons the problems of penal and correctional institutions.

It is a fair request and compliance with the request should bring some interesting comments from the pulpits. The matter of crime and its prevention or cure is closely allied to the work our churches do. There is no reason why the churches should not seek to interest their members in this vital work.

There is far too little general intelligence among either church members or any other class regarding the treatment of crime. When there is little crime the public exhibits an spathy toward correctional improvements. When there is a crime wave the same public howls aloud for severity in punishment.

Neither of these attitudes is conducive to a sane, intelligent solution of the crime problem.

The public should be informed on corrective media, on the matters of probation and reform work, on the housing and employment of prisoners, on their segregation, parole and after treatment. Our ministers are excellently equipped for that task.

The letter below was received from a clergyman in Eagle Pass, Texas:

I wish to take this means of thanking you for the very interesting and helpful literature which you sent me for use in the observance of Prison Sun-

day. The service was well received and most heartily endorsed, both by those in the pews and the press.

We are on the border of Mexico, at one of the gateways, where we deal with a large class of illiterate, poverty-stricken, and, in many cases, feeble-minded people. The morning after the papers reported the service, a Mexican minister came to my study for materials that I had cited, stating that he desired to observe the same type of service in his church and to write a series of articles for the papers in Spanish for his people. I was delighted with that response and most heartily complied with his wishes.

I also read Warden Laves' "Twenty Thousand Years in Sing Sing" in preparation for the service. It may interest you to know that two of the Women's Clubs here are taking up a study of the book and the crime situation in general. We trust that many other communities were helped by your service and literature as ours was helped.

Prison Labor During the legislative session a successful protest was made on two bills intended to prohibit the employment of reformatory inmates and the inmates of state prisons on highway work in this State. The introduction of these bills followed a convention of highway contractors held in Albany, at which time a resolution was adopted opposing the use of prison labor on highways.

The Association joined with other bodies in opposition to an amendment to the Federal Agricultural Appropriation Act, which had as its purpose the prohibition of the use of convict labor on highway work financed in whole or part by Federal funds. The House of Representatives approved the amendment by a large vote, but for a time it appeared that the protest registered by the Association and others with the Senate Committee would be effective. However, the Senate finally approved the amendment. This action will add further to the problem of prison idleness, particularly in southern and western states. Such action by Congress is a further indication of the widespread effort to restrict the use of prison labor. The opponents of prison labor of course are using the present economic situation to great advantage. They seem to overlook the fact that prisoners are costly to maintain, and are an unfair burden to the taxpayers if allowed to remain in idleness. Furthermore, prisoners deteriorate physically, mentally and morally through idleness and are therefore likely to become a greater menace to society.

Prison Camps Although the Association's field of activity is largely confined to the State of New York, nevertheless, it could not overlook the increasing number of complaints from those coming to its relief bureau relative to their treatment while inmates of Georgia prison road camps. Letters were written to prominent citizens in the State of Georgia, urging that they investigate these complaints. Toward the end of the year there appeared two publications, one entitled "Georgia Nigger", and the other "I Am a Fugitive From a Georgia Chain Gang". These exposes were further used to interest our contact persons in Georgia. Nation-wide condemna-

tion of the Georgia prison camp system was voiced during the efforts of the State of Georgia to bring about the return from the State of New Jersey of the author of "I Am a Fugitive From a Georgia Chain Gang", he having escaped from one of the camps some time previous. Of course during the proceedings Georgia officials denied that road camp prisoners were mistreated. However, those who had been hearing complaints about these camps for some time were not altogether impressed by these denials. The fact that the Governor of New Jersey refused to grant extradition in the above case is evidence of his doubt as to the defense by the Georgia officials of their system of treating prisoners. The American penal system, showing gradual progress in different parts of the country, cannot be regarded as substantially progressive so long as there is seemingly just cause for complaint about southern road camps. However, since the Federal government lacks authority to deal with these conditions, and since it is injudicious for one state to dictate to another, it behooves each state to recognize its shortcomings and strive to develop its prison system in keeping with humane and progressive standards.

A Federal Prison Committee for Confirmed Criminals Several times during the year the Executive Committee of the Association debated the idea of establishing a prison under Federal control for the isolation of confirmed and hopeless criminals. The theory was that these criminals, having failed to respond satisfactorily to probation, the indeterminate sentence, parole, and perhaps one or two additional periods of ordinary confinement, should be segregated in some island or remote location, so that they could be dealt with humanely, but at the same time kept away from the general population. A kind of "Devil's Island" plan without the shortcomings and harshness of the so-called Devil's Island Prison operated by the French government. During these discussions a letter asking their opinion of the plan was addressed to experienced and outstanding prison administrators, as well as to prosecuting attorneys, judges, and citizens known to be interested in the treatment of the crime problem. It was surprising to note that some prison administrators favored such a plan, but the general response was unfavorable to the proposal.

The following are excerpts from letters received:

"My first reaction was that this proposal is too reactionary to deserve serious consideration. Further, thought, however, brings to light a number of advantages. There is, of course, the grave danger that such a colony would quickly develop into a "store house" where, because of its isolation, cruelties and repressive measures would prevail. This has been the usual experience when transportation has been resorted to as a means of dealing with criminals.

On the other hand, one can conceive of a properly administered colony that would have certain definite advantages for criminals in need of permanent or long time segregation. Its isolated location, itself a protection against escape, would make it possible to create a more normal atmosphere and dis-

penne with some of the obvious artificial restraint features without endangering nearby communities. A constructive program would be indispensable, and undoubtedly there would have to be a series of promotional grades leading up to a final pre-parole group which would be largely self-governing.

In setting up such a proposal, it would be necessary to exercise care in forming legislation to cover it. It would undoubtedly need to be Federal. There should be provisions for government by a policy-making board of trained and experienced people in the fields of law, medicine, psychiatry and psychology, education, and general penology. The question of personnel would be a serious problem. To be successful, the personnel would have to be of the highest order. Because of the isolation involved, it would be necessary to offer a good salary, living conditions, ample vacations and periodical leaves of absence.

Commitment, I should think, would have to be on an indeterminate basis with strict requirements for frequent reviews by the institution staff and parole power residing in the hands of Directors. Certainly it would not be wise to have commitment based on the number of offenses, type of crime, or other objective features alone. Commitment should be on the basis of careful case studies which include not only the objective, but also the subjective aspect of the case. The question of who should make the commitments presents a problem. I think it could only be satisfactorily done by a special board or court equipped with facilities to make the necessary investigations. As to age limits, I should think any one under thirty should not be sentenced to the colony.

On the whole, I think that the administrative complications necessary to insure the successful operation of such a colony are too great and the expense too large to make the scheme practical. Anything short of the ideal in the way of legislation, administration and location would be likely to make the whole thing a failure. It looks to me like an all or none proposition."

WILLIAM J. ELLIS, *Commissioner*,
Department of Institutions and Agencies,
New Jersey.

"My thought is that it would be a great mistake for the Federal or any other government to have an island prison. The idea of putting prisoners away out of reach is as old as human history. The Egyptians sent their prisoners to the mines. The Castle of Chillon is a done of the cruelties of its times. The deportation of English offenders to America and then to Australia and Tasmania. All these are old history but they point out the lesson. Forty years ago we had a minister here, a very able man, who advocated such a prison for the worst offenders. I recalled to him that a prison ought not to be so located that in the very nature of things severity of punishments and terrible abuses would creep in. Our friend, Pettigrove, for years tried to get Massachusetts to buy Nashuaena or one of the other islands for a state prison. But the good sense of leading people did not approve it. He finally gave it up. The Indian government for years used the Andaman Islands for transported prisoners. I dare say if we knew all the terrible happenings there we should approve their action in closing it. Devil's Island is a terror. What good does it do? It is withdrawn from public observation. Anything may happen. Not let us deal with men and women as human beings. Treat the offender for himself, not for his offense. Do it under institutions convenient for both, administration and supervision. I believe that is what Dr. Hart would say and what any one of long experience in the work would say."

AMOS W. BUTLER, Indianapolis, Indiana.
(Former President American Prison Association)

"The history of the world is spattered with stories of wretchedness and misery resulting from concepts of the care of the criminal, such as putting them on an island. Economically it is unwise and it offers great obstacles to getting and keeping a competent staff, especially consultants. It seems to

me like the proposal of an armchair philosopher and not one who has had experience in such matters."

A. W. STEARNS, *Commissioner*, State Dept. of Correction, Boston, Mass.

"The idea of an island prison to isolate criminals of definite and apparently irremediable anti-social tendencies has been discussed, pro and con, for many years. Personally, I cannot agree as to its practicability, nor do I believe it to be desirable.

Certainly, I should oppose vigorously any plan that would give us an institution corresponding to or patterned after the French penal colony. That would be a surrender to policies now universally condemned. As there is, as well, the impossibility of adjusting an island prison to our peculiar form of government. The forty-eight states of the Union are grounded upon forty-eight distinct philosophies of penal regulation. Hardly any two states agree upon court procedure, prison policies or degrees of crime. This divergence in theory and practice is, in a large measure, responsible for chaotic administration and ineffective regulation. I am sympathetic toward the school of thought which insists upon the gradual effacement of state lines, with a more centrally planned and controlled judicial and social system. However that theory may develop, the fact remains that there can be no central penal colony in view of the varied and basically distinct legal, social, and economic structures now prevailing."

LEWIS E. LAWES, *Warden*, Sing Sing Prison, Ossining, New York.

"This matter has been broached to us from time to time by several people. One of the Virgin Islands was seriously considered. One man suggested that we manufacture an island in the middle of the country by digging a deep moat around it and put all our prisoners there.

Personally I have not been attracted by the idea. The experience of France and other foreign countries does not seem to indicate that it is a successful means of treatment. The reports that come to us from Devil's Island and the Lipari Island off Italy are not reassuring. It would be necessary to use a small remote island for this purpose we would have difficulty in getting men to go there as guards or officials and the very remoteness of the place might lead the persons in charge of the prison to permit abuses which a more immediate supervision on the mainland might prevent. I believe that if such project is to be seriously considered it ought to be reserved for cases which are absolutely hopeless and in which a long term in prison, either life or more than ten years, should be the rule.

I doubt if it would be feasible to undertake much in the way of reformation or preparation for return to normal life under such conditions. While my mind is not entirely closed upon the subject, at least for the dangerous long-term criminals, neither am I yet convinced that it is a good idea.

With reference to the type of offender, it does not seem to me that any responsible type should be sent there; that it should be reserved for the persistent, chronic, determined criminal; that it would be useless to have any parole or indeterminate sentence connected with such commitments. The very fact that this type of man would go there without hope of release would add to the difficulties of such a place, and it seems to me very likely to make it another such place as Devil's Island is reported to be."

SANFORD BATES, *Director*, U. S. Bureau of Prisons, Washington, D. C.

"The underargued is thoroughly convinced of the value of such a project. There have been, as you well know, many attempts in establishing penal colonies. Some of them have been moderately successful. Most of them undesirable. This, however, may have been due, to a large extent, to matters of administration. I believe that a penal colony can be established and properly managed. It should be maintained on some island where winter is unknown, and which also affords sufficient tillable ground so that the colony may be to a large extent self supporting."

It is difficult to tell just what type cases should be sent here. Men with long sentences would be in many respects a proper type. It might also be a good plan to commit the recidivist as well as the criminal moron. Such a plan would be of much value to posterity. If we could isolate some of those individuals who now are thrust back into society and very promptly proceed to raise a feeble minded family, to the detriment of the social structure, there is much to be said concerning such a plan. You are familiar with much that has been done in the past. We certainly could benefit by the experiences of those who have attempted to solve this problem of isolation.

My personal reaction is decidedly in favor of such a procedure."

FRANK L. CHRISTIAN, M. D., *Superintendent*, Elmira Reformatory,
Elmira, New York.

"I think the idea of the government setting aside one of its island possessions for the permanent isolation of certain criminals is very good, of course with the understanding that the institution located on the island would be a modern, well run institution. I feel that to determine whether or not a man should be sentenced to the island by the number of commitments he has had would be a dangerous practice. I am very much more in favor of doing it entirely on a scientific basis and making incarceration entirely indeterminate. There is no question in my mind that many men, regardless of the number of commitments, might profitably be sent to such an institution for approaching permanent care when it is established that they are definitely social delinquents.

I do not feel that such an institution should necessarily be on an island any more than it should be on a peninsula, in the woods, or anywhere else, but I do feel the need for just such an institution. The island thought, I presume, is suggested because the men could live practically a normal life with greater freedom because it would eliminate the ease of escape. In so far as I am concerned, that is the only thing that would recommend the island over any other location."

STANLEY P. ASHE, *Warden*, Western State Penitentiary,
Pittsburgh, Pennsylvania.

"The most serious objection, as I see it, would be the isolation from relatives and members of the family. To be deprived of any contact with members of their own family would mean a great loss to the prisoners. We certainly do not want a "Devil's Island." That of course would be the first thing many people would think of when you speak of locating a prison upon an island.

As to the length of the sentence, I am quite a firm believer in the indeterminate sentence with parole. It might be difficult to arrange this matter unless the island were conveniently located."

BLANCHE L. LA DU, *Chairman*, State Board of Control, St. Paul, Minnesota.

"Frankly, I think the proposal has much merit but there are many practical difficulties in the way. All the experiments in this type of prison carried out by other governments, allow us to understand many of the difficulties and many of the failures. The difficulties standing in the way of repeating the experiment in these modern times would be even greater than those experienced by other governments in earlier times. Nevertheless, even admitting all of the difficulties, I think the proposal still has a good many practical aspects and is worthy of the fullest and most sympathetic discussion. I think such a colony should be essentially agricultural; that following the Philippine prison plan, prisoners might be allowed to take up residence with their families, on small tracts, under supervision of a constabulary, after having served any necessary amount of time, in close confinement, that was deemed necessary."

CALVIN DERBICK, *Superintendent*, N. J. State Home for Boys,
Jamesburg, N. J.

American Prison Association The Sixty-Second Annual Congress of the American Prison Association convened in Indianapolis during October. These congresses

have been held down through the years since 1870, and the attendance at each of them by large numbers of official as well as an increasing number of unofficial, but socially minded individuals, has been a constant and continuing source of inspiration not only to those who bore "the burden and heat of the day", but to all those people who take intelligent interest in the criminal problem. The first Congress was due largely to the vision and energy of Dr. E. C. Wines, who was then General Secretary of the Prison Association of New York, and since then that organization has been unceasingly identified with the national organization, and tireless in its efforts to make for the success of the purposes for which it was established. It has been the happy experience of the Prison Association of New York to have, on a number of occasions, its General Secretary, for a span of years, also Secretary of the American Prison Association, thereby bringing about a closer tie-up between the two organizations and enhancing their respective opportunities for service in so large a field as that of crime treatment. The congresses are intended to allow for the exchange of experience and views, to cultivate and increase friendships, to develop standards of procedure and goals of attainment in a field that is generally unpopular in the public mind, but nevertheless requiring serious thought in the interest of public welfare and protection. Therefore, those who assemble year after year at these gatherings are largely persons in public employ, who are called upon to solve problems that are ordinarily avoided by the average citizen as distasteful, and pleasing occasionally only to the morbid curious. At no time since the beginning of these congresses has it been anticipated that miracles could be performed or rapid progress obtained in the solution of the problems of crime, embracing as they do largely problems of human control and behavior. Nevertheless, while progress has been naturally slow, there has been a gradual forward movement, and it is not at all boastful to say that many of those who have been responsible for that gradual advance have been helped through their membership and associations in the American Prison Association. The Declaration of Principles promulgated at the first Congress in 1870, and slightly revised at subsequent congresses, but always reaffirmed in its essence, stands out today as a challenge to all those who are desirous of being identified with the progressives in the field of crime treatment.

Therefore, the Prison Association of New York finds considerable gratification in going along year after year with the American Prison Association in the fulfillment of not only state, but national and international aims and objectives.

The Indianapolis Congress drew an unexpectedly large attendance, it being felt that economic conditions would be a serious handicap. Many delegates came this year at their own expense,

thus giving indisputable proof of the value to them in their work of these annual congresses. The wide scope of the program, the high character of the addresses, and the freedom and frankness of the discussion, gave to each delegate a liberal opportunity for the attainment of knowledge and the fruits of wide experience in the many phases in the field of crime treatment.

The Proceedings of these Congresses should be in the possession of all who are interested in crime and criminals.

Advice and Council

Daily the Association is called upon by mail or personal visit to give advice and guidance to individuals who are in some kind of family or employment difficulties, or whose friends or relatives are in trouble.

Another important form of service is that relating to inquiries on subjects such as the following: juvenile delinquency; heredity and crime; indeterminate sentence and parole; prison labor; prison construction; religious instruction in prisons; public defenders; compensation to injured prisoners; growth in prison population; self-government and honor systems; jail construction and planning; prison farms; prison dietary; education in prisons; states in which automobile tags are made; psychology and psychiatry in relation to the criminal; physical defects in criminals; executive clemency and the pardoning power; prison populations; social welfare studies, and also numerous requests from professors, lawyers, sociologists, students, etc., for literature on various subjects.

At the request of the author, Miss Margaretta Williamson, the General Secretary of the Association studied and submitted suggestions for the revision and enlargement of the manuscript of her study (374 pp.) on The Social Worker Concerned with Delinquency and its Prevention. This study is designed to present a picture of certain type jobs in social work which have to do with the prevention and treatment of delinquency and crime. It is the fourth unit of a Job Analyses Project upon which the American Association of Social Workers is engaged. Earlier volumes of the series have been concerned with positions in family, medical and psychiatric social service; in group work; and in child care and protection. The fifth volume, now in preparation, will report upon positions in vocational guidance and placement.

In cooperation with the editor of the Year Book, a publication of the Russell Sage Foundation, the General Secretary of the Association made two recommendations, which were accepted, relative to the assignment of qualified persons to develop two articles, one on prison labor, and the other on prisoners' aid activities, and also examined and offered suggestions and criticisms on the material submitted for the Year Book on the subject of The Adult Offender.

The General Secretary was elected a member of the Executive Board of the American Institute of Criminal Law and Criminology, and also a member of the Editorial Board of the Journal of

Criminal Law and Criminology. The Journal is the official organ of the Institute. The American Institute of Criminal Law and Criminology was founded in 1909, and the late Dr. O. F. Lewis, the then General Secretary of the Prison Association of New York, was active in the group that brought about its establishment. He was also one of the members of the first editorial staff of the Journal. It is therefore pleasing to have a renewal of the official tie between the two organizations.

Foreign Visitors

A valuable and pleasing service rendered by the Association is that of receiving and helping those from other countries who come for the purpose of studying our courts, institutions, and such activities and systems as crime prevention, probation, the indeterminate sentence and parole, as well as police methods. The many international contacts developed through the years and highly cherished by the Association make its office a logical focal point for those who come to our country in search of information. Frequently it is said by foreign visitors, "My associate (or superior) has assured me that your office is well equipped and willing to serve me in making observations in your country." The number of foreign visitors was considerably less in 1932 than in other years, but, nevertheless, we had three visitors from England, one from Holland, one from Belgium, one from Porto Rico, one from France, one from Nova Scotia, and one from the Argentine Republic.

Our foreign correspondents are helpful to Americans who go abroad for observation and study. In such instances letters of introduction are furnished to ministers of justice, heads of departments, institutions and organizations interested in the treatment of the crime problem. One American visitor, the author of a well received book on the subject of Crime and Criminals, expressed his appreciation of the services rendered to him in connection with his visit to a European country partly as follows: "If you knew what a great help some of the men in the Ministries of Justice are to me you would know how grateful I am for your kind letters."

Bronx and Rich- mond County Jails

Continuing its thought that the Bronx and Richmond county jails should be a part of and under the direct administrative control of the New York City Department of Correction, as are the other county prisons, the Association attempted to interest Judge Samuel Seabury during his investigation of the administration and organization of the New York City government. To this end a letter was addressed to him, urging not only the above, but also that the transportation of prisoners to courts and institutions be placed entirely in the hands of the City Department of Correction. He was informed that as far back as 1923-24 the Association made a survey of the custodial agencies, including the transportation of prisoners, in the five counties, and since that time has urged

the Board of Estimate and Apportionment, as well as the Legislature, to adopt the proposal of central control under the direction of the New York City Department of Correction. It was also stated that the proposal of central control over the jails and the transportation and handling of prisoners was approved by a subcommittee appointed by Mayor Walker in 1928.

It is gratifying to note that one of the major points in the so-called Seabury report favored the complete centralization of all the functions of the government of the city of New York. On this point there was considerable controversy, the opposition coming mostly from the various county officer holders and their supporters.

International Prison Commission The death of Mrs. H. Otto Wittpenn, the United States representative on the International Prison Commission, was a great shock to her many friends and admirers in this country and abroad, and a severe loss to the various human welfare activities so dear to her heart. As International Prison Commissioner, Mrs. Wittpenn brought about a closer working relationship with her colleagues abroad, thereby reviving the spirit, purpose and usefulness of the Commission in keeping with the ideas of its founders, outstanding among them being Dr. E. C. Wines, the then General Secretary of the Prison Association of New York. Since the Association was identified so prominently with the beginning of the International Prison Congress, and its governing body, the International Prison Commission, and during Mrs. Wittpenn's incumbency had enjoyed a close relationship with her in the discharge of her responsibilities, anxiety was felt as to her successor. Therefore, the Association recommended to President Hoover, as Mrs. Wittpenn's successor, the Hon. Sanford Bates, Director of the United States Bureau of Prisons. The President's favorable action on this recommendation, during the month of December, was highly gratifying.

Relief Bureau for Prisoners' Families Those who come under the guidance of this Bureau are sufferers through no fault of their own, but are the innocent victims of the wrongdoing of the husband and father of the family, or in the case of widows, of the son, who has been perhaps the main support of his widowed mother. These families often suffer more than the prisoner himself, and if it were not for our efforts they would, in many cases, go on suffering quietly with no one to befriend them.

Human values can never be measured by statistics. The slow, gradual formation of character, the upbuilding of a family to a position of self-support and self-respect, are gradual processes which it is impossible to measure by any set formula or yard stick. How many family tragedies have been averted by the friendly ministrations of Miss Stelle E. Packard, the head of this Bureau, cannot be shown by any statistical report. While we think of these

families as living in congested sections of the city, no one can realize, until he has become acquainted with them through personal contact and through visiting them in their own homes, how isolated the lives of some of them are. When one visits a poor woman living alone in two cold rooms on the top floor of a dilapidated tenement, while her husband is serving a term in State prison, one realizes what merely being a friend to some of these people means to them. When the woman, in her broken English, tries to thank the visitor for coming to see her and to tell her how much it means to feel that some one is interested in her, the value of this personal service begins to be realized.

When the visitor to these homes, if such they may be called, hears it said over and over again, "How nice of you to come and see me!", and when she sees the eyes of the mother shining with gratitude for the friendly visit and the interest shown in her and in her surroundings and her children—in the progress of the children in school and in the health of the members of the family—one learns what value there is in just these personal contacts. It is this human side, in addition to the mere relief giving, which constitutes the value of the work done by this bureau.

If all those who contribute to the Association's support, could realize the cheer and gladness that they are instrumental in bringing into lives otherwise often cheerless and forlorn, they would surely feel repaid for their generosity.

The Association is strongly interested in crime prevention work among the children and young people in these families. Hence, great emphasis had been laid upon getting these children and young people in touch with wholesome recreational facilities, such as Summer Camps, Boy and Girl Scouts' organizations, the Boys' Club of New York, the Camp Fire Girls, Settlement Clubs and classes, and the Y. M. C. A., Y. W. C. A., Y. M. H. A., and Y. W. H. A. clubs and classes. In connection with our fresh air work for the children during the summer, we wish to express grateful appreciation to the following organizations for their cooperation:

The Little Mothers' Aid Association
 The New York Protestant Episcopal City Mission Society
 The Boys' Club of New York
 The Catholic Big Brothers of the Bronx
 The Boy Scout Foundation of Greater New York
 The Children's Welfare Federation
 Greenwich House
 The Howard Mission and Home for Little Wanderers
 Stuyvesant Neighborhood House
 The Heckscher Foundation
 The University Settlement
 The Children's Aid Society of New York
 The Children's Aid Society of Brooklyn
 The Tribune Fresh Air Fund
 The North Harlem Community Council

Christodora House
Madison House
The Big Brother Movement, Inc.
The Margaret and Sarah Switzer Foundation for Girls
The Girl Scout Federation of Greater New York

The following quotations from letters received by Miss Packard are of interest:

From the mother of a boy in prison:

"My boy wrote to me today and told me to go and see you and you would help me. You have a wonderful name among those men for helping those they leave behind them. One tells the others of your kindness to those that can't help themselves. The great God should bless you. I myself heard a little child talk of you. To see his little face light up when he was talking about you—how nice you were."

From a young woman, the mother of two small children, whose husband is serving a sentence of from six to twelve years in State prison:

"I am writing to let you know that I thank you very much for the five dollars. And it was a pleasure to have you come and see me and my mother and father. God will bless you. After all, there is a God. I was praying because I felt cold and I didn't have enough money to buy coal. Thank you very much. My children send best regards to you. God bless you."

From a young man who had been sentenced to from two and a half to five years in State prison:

"Words are so useless for me to make you understand the gratefulness I have for your kindness to my mother and family. I sincerely hope you will accept my most sincere thanks you as coming from the bottom of my heart, and that some day I will be able to repay you for your kindness to me and my own by doing as much for some other unfortunate person. In closing allow me to wish you the best of health and happiness."

STATISTICS OF FAMILY RELIEF BUREAU FOR 1932

Families under care January 1st, 1932.....	260
New applications received during 1932.....	247
Old cases reopened.....	12
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Total number of families under care in 1932.....	510
Cases closed in 1932.....	203
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Families under care December 31st, 1932.....	316
Total amount of relief given to families in 1932.....	\$7,989 24
Visits made during the year 1932 to homes of families and their relatives and contacts made with other social agencies.....	1,266
Persons provided with a Thanksgiving dinner.....	369
Persons provided with a Christmas dinner.....	539
Children provided with toys at Christmas time.....	213
Interviews had with clients in the office.....	1,854
Families living out of town referred to various relief agencies in their own communities.....	34
Children sent to the country in the summer.....	152
Women referred to general medical clinics for examinations.....	56
Children referred to general medical clinics for examinations.....	35
Women referred to dental clinics.....	40

Children referred to dental clinics.....	36
Women referred to eye clinics.....	20
Children referred to eye clinics.....	17
Women referred to mental hygiene clinics.....	12
Children referred to mental hygiene clinics.....	10
Women referred to pre-natal clinics.....	22
Women with babies under one year referred to Baby Health Stations.....	26
Women referred to cardiac clinics.....	15
Children referred to cardiac clinics.....	9
Women referred to asthma clinics.....	6
Women referred to skin clinics.....	17
Children referred to skin clinics.....	20
Women sent to convalescent homes.....	36
Children sent to convalescent homes.....	19
Boys referred to the Boy Scouts.....	38
Children referred to the Girl Scouts.....	32
Girls referred to the Camp Fire Girls.....	12
Children referred to Settlement Clubs and classes.....	68
Boys referred to the Boys' Club of New York.....	36
Mothers with young children referred to Day Nurseries.....	74
Children referred to summer play schools.....	56
Children referred to church clubs.....	24
Boys referred to Y. M. C. A., and Y. M. H. A. clubs and classes.....	28
Girls referred to Y. W. C. A., and Y. W. H. A. clubs and classes.....	14
Boys referred to the Protestant, Catholic and Jewish Big Brother organizations.....	43
Girls referred to the Protestant, Catholic and Jewish Big Sister organizations.....	37
Women referred to employment agencies.....	126
Boys and girls 17 to 19 years of age referred to employment agencies.....	84
Women referred to the U. S. Bureau of Naturalization to apply for citizenship papers.....	17
Men referred to the New York City Department of Public Welfare to apply for old age allowances.....	4
Women referred to the New York City Department of Public Welfare to apply for old age allowances.....	18
Women referred to the Board of Child Welfare eligible for allowances for their children under the State law.....	82
Women referred to the American Legion or the Spanish War Veterans' Associations eligible for allowances from the Veterans' Division of the New York City Department of Public Welfare.....	46

Although there is frequent discussion as to the success of our penal system and the manner in which the inmates of prisons are treated, some feeling that prison life is made too attractive, there is one glaring and indisputable fact, and that is, that few men who come out of prison fail to escape the suspicion and prejudice which is directed toward them because of their guilt of a criminal act. Few of them have worth while friends, and many, if not taken under proper guidance, soon come under the influence of evil associations and are likely to revert to crime. Although fully penitent and resolved to live a law abiding life, the ex-prisoner finds himself seriously handicapped, and this has been especially true during the years of the depression. At a time when there are few jobs for free men it is extremely difficult to find employment for the ex-prisoner, particularly when

it is necessary for him to supply numerous recommendations and review on an application blank his life and employment record for the previous five or ten years. Therefore, it is essential to rely almost wholly on those who have been won over to the efforts of the Association, and who are in a sense friends and a part of it, in the attempt to give men a chance to demonstrate their willingness to do the right thing.

The Association through the earnest efforts of its Employment and Relief Secretary, Mr. George L. Pafort, struggled with the almost overwhelming odds of depression influences during the year, to keep faith with one of the important functions of the Association, the aiding of the many ex-prisoners who came in search of material relief—employment, food, clothing, shelter, medical attention—and sympathetic guidance. If our contributors could sit at the desk of the Employment Secretary day after day and observe the pitiful condition in which some of these ex-prisoners find themselves, and thereby obtain a first hand impression of the varied and difficult problems which they present, they would not join with those who feel that the ex-prisoner should not be dealt with in a "nursemaid fashion" but allowed to shift for himself. They would also learn that many of these men would much prefer to shift for themselves, but find it impossible to do so because of the criminal record behind them and the lack of such essentials as cash, food, shelter and clothing. They would perhaps for the first time experience a realization of man's inhumanity to man, in that they would hear the stories of these men, with sufficient support as to their truthfulness, and proof beyond all doubt that they have tried and tried and tried, but have been rebuffed repeatedly in their efforts to make a fresh start. Then, doubtless, they would be tempted to say, "It is surprising that more of these men, after so many discouragements, do not take things into their own hands and return to a life of crime."

It is with a full realization, due to its four score and eight years of experience, of the difficulties which confront them, that the Association has felt it not only a humane but a public duty to stand by those men who give ample evidence of a desire to "go straight". This is not in the least a sentimental attitude, but to the contrary one abundant with common sense, because the ex-prisoner at large, many times feeling that he has been unjustly imprisoned, and discouraged by door after door being closed in his face, or by hearing the frequent saying, "I would like to do something for you but we cannot take ex-prisoners in our employ", is a potential public menace.

We do not mean to give the impression that we see all good in these men and no fault. To deal with them requires a thorough understanding of complex personalities and a rare amount of patience. They exhibit to us all of the imaginable weaknesses of those creatures we call human beings. In our experience with them we are required to exercise a well balanced attitude, because for every man who gives us joy and encouragement in his favorable

response to our efforts there is another who evidences ingratitude or further aggravation of his problem. There is the man who is content with what help can be given to him and accepts it as a blessing. There is the other type who feels that there should be no end to the "doing" for him. Therefore, in dealing with these problem people, we are obliged to overlook their weaknesses, or, as some would say, their "cussed make-ups", and view the whole problem in a long range fashion, to wit, the doing for people regardless of the problems they present and the discouragements they sometimes bring, as a service directly in the interests of public welfare and protection.

The men who come to us for aid are those who have been placed on probation by the courts, or who are on parole, or who have been released without parole supervision, and of course there are those who have been out of prison for a while and find themselves again in need. The majority of these men come from the New York City courts, the New York City Parole Commission, the State Division of Parole, New York City and State institutions, and some from the institutions of other States. Appreciation of our efforts is shown by letters such as the following from parole officers and social service workers:

"Please accept our sincere thanks for the most prompt financial assistance you rendered the above named. This will greatly assist him during the coming months which is bound to be a most critical period.

T— is in search of both a home and employment and should we meet with the same cooperation elsewhere that you have displayed, we predict a favorable start toward re-adjustment. Thanking you for your cooperation, we are,

Very truly yours,

ARTHUR HARRIS."

"This is to acknowledge your cooperation and aid in assisting in the matter of arranging transportation in the case of E— D—, to his home in ——. I am quite sure that our confidence in this boy will not be misplaced. Thanking you for your courtesy, I am,

Yours very truly,

HAROLD J. HUMPHREY."

"Please permit me at this time to thank you for your cooperation in giving assistance to this and many other of our parolees in the past.

Yours very truly,

LUKE SMITH."

"Before telling you the status of his case, please let me express to you the appreciation all of us in the Division of Parole feel to you for your efforts in behalf of this man.—Assuring you of my desire to cooperate, and awaiting your suggestions, I am

Sincerely yours,

GLENN CABRINGTON."

From Mrs. Margaret R. Millar, Director of the Social Service Bureau, Department of Correction, New York City, we quote the following:

"Today I have received a letter from him at 42 Lake Street, Massillon, Ohio, stating that he was at home, and expressing great gratitude to all who

had helped him go there. May I in turn express my gratitude for all you did for him. I believe his is a case where we may feel confident that he will never get into trouble again. His general make-up of honesty and straightforwardness gives every hope of his really making good."

And regarding another instance of case aid:

"We are always grateful to you for your splendid cooperation."

Also from Mrs. Jean Parke, Social Worker of the same Bureau, relative to aid rendered in some of her case work:

"Thanks to your splendid cooperation, without your help, it would very likely have been impossible to send the boy home. With sincere appreciation for your aid."

And:

"Again our most sincere thanks. With your aid, there is a likelihood of this boy having turned, temporarily at least, from the routine of the courts. It is four years since he left home, and his return is a matter of appreciation, not only on his part, but that of his family."

From State Board of Prison Directors, San Francisco, California (Parole Department):

"Thanking you for past favors and the many fine things your organization has accomplished, I remain,

Sincerely yours,

E. H. WHYTE,

State Parole Officer."

From the Criminal Courts Branch of Legal Aid Society, Marguerite V. Arculeo, Social Service Department:

"You are kind enough to assist us in returning this man to Texarkana, Ark.—We communicated with his mother who replied that she is in no position to provide fare for his return home. She stated that they have a small farm on which this man could work but are not in a position to raise any money at present.—Judge Levins of the Court of General Sessions is very anxious that this man be returned home and will suspend sentence on May 18th providing the necessary amount can be raised for his fare by that time.—You were kind enough to offer your assistance in contributing toward the amount of the fare.—We appreciate the assistance that you have been kind enough to give us."

Given the right stimulus, these men show finer stuff. So with pleasure we note, that not a few of the individual men aided respond in terms of gratefulness. It may be interesting to read their expressions.

From a boy sent home:

"I arrived safely in Detroit and I wish to thank you very much for helping me with my railroad fare. I am at home with my mother and dad, and I am going to do my best to get along. I hope sir that some day I may be able to return your kindness to me. I will close wishing you the best of luck always."

From another who wanted to get back home:

"Let me thank you sincerely and personally for the kindness you so generously rendered me in letting me have railroad fare. My gratitude and appre-

ciation is unexplainable. I arrived home safely. It surely is a fine feeling to be with your loved ones again. As soon as I am a trifle stronger and provided I get any kind of employment I will forward you the money you so graciously gave me, it was a God-send."

From one who was aided to get work:

"Just a few lines to let you know of my appreciation, for all you have done for me. I am employed as transit man and asst. engineer. As soon as I get my board all paid up, I want to repay that which you so kindly gave me to secure chauffeur's license. I don't know how I can ever show my appreciation. I'll find some way. Again thanking you, I am."

Another grateful for job assistance:

"Just a line to let you know that I started to work today at cafeteria, as counterman. Thanking you very very much for your very generous assistance in my behalf, I close."

Aiding Tombs Prisoners

For many years, almost since its beginning, the Association has made it a practice to visit prisoners in the city prison, which has come to be known as the Tombs. Abundant opportunity for service is thus found. Inmates, especially first offenders, need to be cautioned against all kinds of pitfalls made possible by the attitude and mature experience of some of their fellow inmates. They need to be cautioned and advised against the practices of some lawyers and the operations of some of those on the outside whom they still are inclined to regard as friends. Contact with parents and wives through visits to the homes, with former employers, clergymen, school teachers, and others who have had to do with the defendant, often establishes a better understanding of him and brings before him the far-reaching consequences of his act, and very often serves to guide the courts and probation bureaus in their work. The Association's agent visits the Tombs almost daily to give the kind of advice and guidance that only its intimate knowledge and long experience makes possible. Upon each of the twenty bulletin boards in the Tombs may be found a notice which informs the inmates of the free service the Association is glad to give.

STATISTICS OF EMPLOYMENT AND RELIEF BUREAU

January 1, 1932, to December 31, 1932

Number of interviews.....	9,771
Number of different men interviewed.....	7,810
Number of men who applied for relief.....	7,845
Number of times relief was given.....	6,706
Number of men who applied for employment.....	6,144
Number of men placed in employment.....	512
Number of meals provided.....	10,890
Number of lodgings provided.....	2,552
Number of men receiving clothing.....	451
Number of men receiving cash relief.....	2,188
Total spent for cash relief.....	\$2,755.90
Number of men visited in Tombs Prison.....	259

Number of visits to other Penal Institutions.....	69
Men referred to hospitals and clinics for treatment.....	302
Visits to employers.....	132
Visits to men at work and at home.....	57
Visits to Courts, Probation Bureaus and Social agencies.....	235
Total amount spent for relief.....	\$5,710 41
(Meals, lodgings, clothing, cash, etc.)	

CHAPTER II

LEGISLATION

The Association considers as one of its major activities the promotion, supporting or opposing, of legislation relating to the prosecution of crime and the treatment of offenders. Mainly through active representation in Albany the support or disapproval of bills is registered with committees of the legislature, as well as individual members. There was considerable legislation during the 1932 session, and in support or opposition to the bills, some of which he aided in drafting, the General Secretary represented the Association, and also the legislative Commission to Investigate Prison Administration and Construction and the State Department of Correction. The Association's stand for or against these bills was also registered with the Governor.

Bills Approved by the Association

Senate Int. No. 59, Pr. No. 930; Assembly Int. No. 109, Pr. No. 917: A budget bill providing for another institution of the Napanoch type for mentally defective delinquents, and an institution for male offenders between the ages of 16 and 19. Passed. Chap. 36, Laws of 1932.

Senate Int. No. 61, Pr. No. 932: Creates a state debt and appropriates \$218,500, of which \$175,000 is made available for the acquisition of land for a new correctional institution and a new institution for mentally defective delinquents. Passed. Chap. 38, Laws of 1932.

Senate Int. No. 1648, Pr. No. 1966, Assembly Int. No. 1903, Pr. No. 2232: In the Governor's budget bill four new positions—a director of schools; a director of foods; a director of classification, and a director of personnel, were included but were deleted by the legislature. Finally, in this, the supplementary budget bill, the position of director of personnel was restored. Passed. Chap. 521, Laws of 1932.

Senate Int. No. 1369, Pr. No. 1555, Assembly Int. No. 1680, Pr. No. 1874: Amends the Correction Law, clearing up certain conflict between Sections 218 and 242 affecting the jurisdiction of the Division of Parole. Passed. Chap. 300, Laws of 1932.

Senate Int. No. 1650, Pr. No. 1969: Extends the life of the Commission to Investigate Prison Administration and Construction for another year and directs the Commission to make a study of the probation system in the state. Passed. Chapter 519, Laws of 1932.

Senate Int. No. 1605, Pr. No. 1884, Assembly Int. No. 1893, Pr. No. 2194: Permits the Commissioner of Correction to engage an outside architect to draw plans and specifications for the two new institutions authorized by Chapter 36. This legislation is important in that it represented a right about face on the part of the fiscal powers in the legislature, who had deleted the provision for the hiring of an outside architect from the Governor's budget bill. They were finally persuaded to restore it, although at a lower rate of compensation for the architect, after being shown that in the construction of the new medium security prison at Wallkill the services of an outside architect had resulted in a great saving of money and time for the State. Passed. Chapter 505, Laws of 1932.

Senate Int. No. 1363, Pr. No. 1814, Assembly Int. No. 1679, Pr. No. 1873: Clears up certain conflict in the Correction Law relating to the Department of Correction and the Division of Parole, provides for the appointment by the Governor of a substitute in the event that one of the parole commissioners is unable to perform his duties, and authorizes the Division of Parole to keep certain records. Passed. Chapter 457, Laws of 1932.

Senate Int. No. 872, Pr. No. 938, Assembly Int. No. 1084, Pr. No. 1950: Amends the Correction Law and clears up a very important point, to wit, that the time a prisoner on parole owes the State, as a part of his unexpired sentence, in the event that he commits a new crime, shall be computed on the basis of the date of the commission of the crime, rather than the date of his conviction. This legislation was sought not only by the Department of Correction but by the Attorney General and the Governor's counsel. Passed. Chapter 297, Laws of 1932.

Senate Int. No. 1205, Pr. No. 1968, Assembly Int. No. 1526, Pr. No. 2209: Amends the Penal Law in relation to the commitment of certain minors. Amendment of Section 2184 of the Penal Law relates to commitments to the New York State Training School for Boys at Warwick and the State Agricultural and Industrial School at Industry. Commitment of those less than 16 years of age to the Old House of Refuge is prohibited. A new section 2184-a, provides for the commitment of male persons, 16 years of age and over, but less than 19 years of age, to the new institution, to be known as the New York State Vocational Institution. Passed. Chapter 414, Laws of 1932.

Senate Int. No. 1206, Pr. No. 1915, Assembly Int. No. 1524, Pr. No. 2242: Amends the act to establish the New York Training School for Boys at Warwick. The most important change is the lowering of the age of those committed to the institution and the transfer of boys of certain ages from the House of Refuge to the new institution. Passed. Chapter 538, Laws of 1932.

Senate Int. No. 1203, Pr. No. 1673, Assembly Int. No. 1525, Pr. No. 1944: Establishes a new institution in the Department of Cor-

rection for male offenders between the ages of 16 and 19. This is a forward step providing special care and training for young offenders. It should save some of the misdemeanants from the evils of county jail and penitentiary confinement, and young felons from the conditions which make it difficult to now administer the Elmira Reformatory, and also from being confined with the older inmates in State prisons. Passed. Chapter 528, Laws of 1932.

Senate Int. No. 1523, Pr. No. 1761, Assembly Int. No. 1868, Pr. No. 2111: This bill makes an appropriation for fire protection and fire detection at the Matteawan State Hospital. Originally there were three bills for the same purpose, one relating to Bedford, the second to Albion, and the third to Matteawan. These bills were a follow-up of a study of fire hazards in institutions of the Department of Correction, made for the Commission to Investigate Prison Administration and Construction by the National Board of Fire Underwriters. The Governor favored all three and provided for the items in his budget. However, the legislature finally consented to provide only for Matteawan. Passed. Chapter 518, Laws of 1932.

Senate Int. No. 1528, Pr. No. 1766, Assembly Int. No. 1841, Pr. No. 2084: Adds new section 187-a, Correction Law, for compensation to persons sustaining injuries while employed in state correctional institutions, payments, to be made out of net earnings of prison industries. This bill is in the right direction, and parallels previous efforts by the Prison Association of New York to establish a more equitable basis for the compensation of prisoners. Unfortunately, the bill did not make its appearance until very near the end of the session and little progress could be made. Failed of passage.

Senate Int. No. 1641, Pr. No. 1942: Provides for the transfer of State owned property in the town of Beekman from the jurisdiction of the State Department of Mental Hygiene to the Department of Correction. Originally, and largely as a result of a campaign carried on by the Prison Association of New York, this site was intended for the special care and treatment of tramps and vagrants. The experience of institutions and welfare agencies in and about the city of New York has convinced many that there is need for reviving the tramp and vagrant colony idea, and this bill was an attempt in that direction. Unfortunately, it was introduced toward the end of the session, and while it was passed in the Senate it failed in the Assembly, due to unanticipated opposition on the part of residents of Dutchess County. Failed of passage.

Assembly Int. No. 1035, Pr. No. 1080, Senate Int. No. 831, Pr. No. 884: Amends the Penal Law in relation to the punishment for burglary and robbery. It reduces the minimum for burglary and robbery, first degree, to ten instead of fifteen years, and fixes a maximum of thirty years instead of, as at present, life. It will not be possible now for some courts to impose such staggering

sentences as forty-five to ninety years on young first offenders. The reduced minimum and the fixed maximum of thirty years will still make it possible for judges to deal adequately with first offenders. It should be kept in mind that frequently in burglary, and robbery cases a gun is found in the possession of the offender, and that therefore the court is obliged to give a minimum of at least five years additional sentence, so it is likely that a sentence of fifteen to thirty years will be quite prevalent. Passed. Chapter 275, Laws of 1932.

Assembly Int. No. 37, Pr. No. 37, Senate Int. No. 14, Pr. No. 14: This bill is a modification of the so-called Baumes fourth offender law. It eliminates the mandatory provision of a life sentence, and provides instead that, except for murder first or second degree, or treason, a fourth offender shall receive an indeterminate sentence, the minimum of which shall not be less than the maximum term provided for first offenders for the crime for which the individual has been convicted, but in no case shall the minimum be less than fifteen years. At the expiration of the minimum the offender is eligible for consideration for release by the Division of Parole. Passed. Chapter 617, Laws of 1932.

Assembly Int. No. 763, Pr. No. 790, Senate Int. No. 626, Pr. No. 663: Relates to earning compensation, that is a reward for good conduct and the satisfactory performance of work and other duties assigned. Compensation is essential to prison administration inasmuch as it provides a means of reward as well as a means of discipline. Those who meet the requirements receive compensation, and those who do not are deprived of it, and must therefore serve more time in prison. This legislation increases the compensation from five cents a month to seven and one-half days—in other words, three months a year. Prior to 1926, when the so-called Baumes law became effective, prisoners were allowed slightly more than three months a year, so that the present law restores most of the means of incentive that was previously existent. Passed. Chapter 601, Laws of 1932.

Assembly Int. No. 1870, Pr. No. 2113: Amends the Inferior Criminal Courts Act of the City of New York in relation to the commitment of women misdemeanants by allowing the commitment of such women to approved private institutions set forth in the bill. This bill received the support of the Prison Association of New York, with the reservation that there should be at some time a discontinuance of the practice of having private institutions do a work which is solely that of the city or state. The same principle which applied to the state and city taking over the probation and parole work applies in this instance. Passed. Chapter 388, Laws of 1932.

Assembly Int. No. 575, Pr. No. 1148, Senate Int. No. 401, Pr. No. 925: This bill is somewhat of a compromise on the proposal to establish a uniform minimum sentence of one year for all those

committed to state prisons. It provides that the Division of Parole may make application to the committing judge for a reduction of the minimum sentence in cases where it is felt that a too severe minimum originally has been imposed. Passed Assembly—Failed in Senate.

Assembly Int. No. 1224, Pr. No. 1325: Amends the Penal Law relative to punishment for escapees from penal institutions and allows a flexible punishment of from one to seven years. It was found that grand juries would not indict for minor escapees when told that the punishment would be seven years additional imprisonment. Passed. Chapter 479, Laws of 1932.

Senate Int. No. 534, Pr. No. 558, Assembly Int. No. 682, Pr. No. 700: Another attempt was made this year to bring the Bronx and Richmond County Jails under the direct administrative control of the Department of Correction of the City of New York, as is the New York City Tombs, the Raymond Street Jail in Brooklyn, and the City Prison in Queens. However, the strong opposition from the Bronx and Richmond County sheriffs prevented favorable consideration of the bill. Failed of passage.

Senate Int. No. 999, Pr. No. 1541, Assembly Int. No. 1194, Pr. No. 2222: Amends the Correction Law so as to change name of New York State Reformatory for Women at Bedford Hills to Westfield State Farm. Passed. Chapter 302, Laws of 1932.

Senate Int. No. 13, Pr. No. 13: Creates temporary commission to investigate into feasibility and practicability of extending compulsory education system by providing for recreational centers for minors, and to consider value of such institutions as a preventive of crime and juvenile delinquency, and appropriating \$5000.00. Failed of passage.

Senate Int. No. 60, Pr. No. 931: Creates state debt and appropriates \$6,616,600 for construction of certain state buildings and permanent betterments. Passed. Chapter 37, Laws of 1932.

Senate Int. No. 193, Pr. No. 477: Amends sections 1897, 1914, Penal Law, relative to filing and form of applications for firearms licenses. Vetoed.

Senate Int. No. 194, Pr. No. 197: Amends section 700, Criminal Code, relative to pleas in criminal actions. Passed. Chapter 525, Laws of 1932.

Senate Int. No. 319, Pr. No. 329, Assembly Int. No. 381, Pr. No. 383: To amend the Penal Law, in relation to licensing the carrying and possession of firearms. Failed of passage.

Senate Int. No. 484, Pr. No. 506, Assembly Int. No. 478, Pr. No. 485: To amend the Correction Law, in relation to the hours of work by guards and other employees in the uniformed service in and about the state prisons and state reformatories of the state. Failed of passage.

Senate Int. No. 656, Pr. No. 1815, Assembly Int. No. 822, Pr. No. 1940: To amend the Penal Law, in relation to manufacture, sale, possession and use of firearms and other dangerous weapons. Assembly bill vetoed by Governor.

Senate Int. No. 674, Pr. No. 711, Assembly Int. No. 606, Pr. No. 613: Amends section 1848, Penal Law, giving cause of action for damages against a municipality in case of person, on command of arresting officer, who is killed or injured or his property or that of his employer is damaged while aiding officer or endeavoring to arrest or retake a person who has escaped from legal custody. Passed. Chapter 480, Laws of 1932.

Assembly Int. No. 1196, Pr. No. 1298, Senate Int. No. 996, Pr. No. 1077: Amends Chapter 85, part 3, Laws of 1930, so as to permit use of money appropriated for sewage disposal system at Clinton prison and Dannemora state hospital, for purchase of land and easement rights. Passed. Chapter 502, Laws of 1932.

Assembly Int. No. 1197, Pr. No. 1299, Senate Int. No. 997, Pr. No. 1078: Amends Chapter 14, Laws of 1931, so as to permit use of moneys appropriated for water supply purposes at Clinton prison and Dannemora state hospital, for purchase of land and easement rights. Passed. Chapter 501, Laws of 1932.

Senate Int. No. 1054, Pr. No. 1142, Assembly Int. No. 1381, Pr. No. 1508: Appropriates \$11,000 to pay judgment and costs against former members of parole board in an action relating to alleged false arrest, etc., and also to pay legal expenses. Passed. Chapter 172, Laws of 1932.

Senate Int. No. 1200, Pr. No. 1316, Assembly Int. No. 1494, Pr. No. 1643: Amends Chapter 517, Laws of 1927, relative to appropriation for Matteawan State Hospital. Passed. Chapter 511, Laws of 1932.

Senate Int. No. 1296, Pr. No. 1432, Assembly Int. No. 1594, Pr. No. 1765: Makes available from money appropriated by Chapter 85, Laws of 1930, \$5000 for equipment in hospital building at state reformatory at Elmira. Passed. Chapter 512, Laws of 1932.

Senate Int. No. 1305, Pr. No. 1441, Assembly Int. No. 1484, Pr. No. 1627: Amends Chapter 14, Laws of 1931, so as to permit use of money appropriated for Sing Sing prison, for constructing connecting corridors. Passed. Chapter 491, Laws of 1932.

Senate Int. No. 1488, Pr. No. 1726, Assembly Int. No. 1806, Pr. No. 2049: Adds new section 577-b, Criminal Code, for accepting a single consolidated bail bond. Passed. Chapter 568, Laws of 1932.

Senate Int. No. 1608, Pr. No. 1978, Assembly Int. No. 1892, Pr. No. 2193: Adds new section 83-a, Mental Hygiene Law, amends section 400, Correction Law, for commitment to Matteawan State Hospital of certain dangerous insane inmates of state hospitals. Passed. Chapter 574, Laws of 1932.

Assembly Int. No. 818, Pr. No. 851, Senate Int. No. 663, Pr. No. 700: Amends section 450, Correction Law, by changing name of institution for mentally defective delinquent women at Albion to Albion State Training School. Passed. Chapter 585, Laws of 1932.

Assembly Int. No. 877, Pr. No. 912, Senate Int. No. 404, Pr. No. 419: Adds new subd. 4, section 827, Criminal Code, for voluntary return of fugitives from justice from another state. Passed. Chapter 424, Laws of 1932.

Assembly Int. No. 1352, Pr. No. 1479: Repeals section 1254, Penal Law, relative to kidnapping. Passed. Chapter 578, Laws of 1932.

Assembly Int. No. 1485, Pr. No. 1628: Amends Chapter 85, Laws of 1930, relative to appropriation for state reformatory at Elmira so as to permit expenditure of not exceeding \$25,000 for equipment. Failed of passage.

Assembly Int. No. 1622, Pr. No. 2206, Senate Int. No. 1695, Pr. No. 2028: To amend the Code of Criminal Procedure, in relation to extradition. Failed of passage.

Senate Int. No. 1540, Pr. No. 1778: To amend the Code of Criminal Procedure, in relation to probation. Failed of passage.

Bills Opposed by the Association

Senate Int. No. 1266, Pr. No. 1382, Assembly Int. No. 1566, Pr. No. 1728: To amend the Penal Law and the Correction Law, in relation to providing for indeterminate sentences generally and for parole thereunder. Failed of passage.

Assembly Int. No. 1576, Pr. No. 1738, Senate Int. No. 1274, Pr. No. 1410: This bill amends the Code of Criminal Procedure in relation to stenographic minutes of examinations before a magistrate by omitting the the words "notwithstanding the provisions of any other law". This change would open the way for other legislation to again allow court stenographers to make a charge for a copy of minutes furnished to the district attorney. This whole matter of charging for the transcript of minutes, either for the district attorney or defendants, has been criticised by the Association in its annual reports and otherwise, and the State Crime Commission is responsible for enacting the law as it now stands, which prohibits the making of a charge for a copy of stenographic minutes for use by the district attorney. Failed of passage.

Senate Int. No. 1587, Pr. No. 1850: To amend the Executive Law, in relation to providing for the appointment and compensation of a director of investigation in the Division of Parole, and making an appropriation therefor. Failed of passage.

Senate Int. No. 401, Pr. No. 925, Assembly Int. No. 575, Pr. No. 1148: To amend the Penal Law, in relation to the sentences of first offenders. Failed of passage.

Senate Int. No. 922, Pr. No. 1000, Assembly Int. No. 1061, Pr. No. 1107: To repeal section 70 of the Highway Law, relating to application by town superintendents for services of prisoners upon public highways of the town. Failed of passage.

Senate Int. No. 923, Pr. No. 1001, Assembly Int. No. 1064, Pr. No. 1110: To repeal section 179 of the Correction Law, relating to employment of prisoners on public highways. Failed of passage.

Senate Int. No. 924, Pr. No. 1002, Assembly Int. No. 1065, Pr. No. 1111: To repeal section 180 of the Correction Law, relating to the employment of inmates in state reformatories on public highways. Failed of passage.

Senate Int. No. 925, Pr. No. 1003, Assembly Int. No. 1066, Pr. No. 1112: To repeal section 181 of the Correction Law, relating to penalty for persons interfering with prisoners employed on public highways. Failed of passage.

Assembly Int. No. 1537, Pr. No. 1946, Senate Int. No. 1312, Pr. No. 1819: To establish in and for the City of New York a court of domestic relations, to be known as the Family Court of the City of New York, and defining its powers, jurisdiction and procedure and providing for its organization. Failed of passage.

Assembly Int. No. 257, Pr. No. 257: To amend the Penal Law, in relation to punishment for fourth conviction of felonies. Vetoed.

Senate Int. No. 74, Pr. No. 74: Creates temporary commission to select site for a new state prison in which to house habitual criminals and appropriates \$2000 for expenses. Failed of passage.

Senate Int. No. 459, Pr. No. 481: Adds new subd. 15, section 1897, Penal Law, making presence of pistol or revolver in a motor vehicle presumptive evidence of possession of such weapon by last occupant of vehicle. Failed of passage.

Senate Int. No. 1048, Pr. No. 1468, Assembly Int. No. 1306, Pr. No. 1434: Adds new section 183-a, Correction Law, to permit use of money derived from institutional industries, for developing industries in an institution other than one in which it was earned. Failed of passage.

Assembly Int. No. 613, Pr. No. 627: Amends section 308, Criminal Code, for assigning counsel for defendants under 21 years and relative to expert witnesses. Failed of passage.

CHAPTER III

THE DEPARTMENT OF CORRECTION OF THE CITY OF NEW YORK

Due to the nature of our work we are in close and frequent touch with the various phases of the prison system of the city, and in past years the Association has seen fit to criticize, at times severely, situations relating to the administration of the affairs of the Department, and also the physical condition of institutions in the Department, such as the Tombs, the Raymond Street Jail, and the Penitentiary on Welfare Island. The Association regrets that regardless of frequent attempts to improve the physical make-up of the Tombs, that institution still merits severe criticism, and should be replaced by another with modern facilities for the housing and treatment of the large number of offenders who are committed to it. It was, of course, the hope of the Association and other organizations that the plan advanced on a number of occasions to house in one large building (to be located on the present site of the Tombs and the Criminal Courts Building) the various courts now in the Criminal Courts Building, including a central magistrates' court, the district attorney's office, and a city prison, would make some headway during the year, but, unfortunately, that was not so, and we still have the old Criminal Courts Building and the City Tombs, both of which are unsuitable, and it is frequently stated, unsafe, for the purposes for which they long have been in use.

However, so far as the Tombs is concerned, the Association desires to go on record as approving the excellent work performed daily by the Warden of the Tombs, Robert Barr. Regardless of the old plant that he has to work with, and the difficult population he has to handle, there is every indication that the Warden is wholehearted and thorough in the discharge of his duties, and it is surprising that he is able to accomplish so much that is good.

Commissioner Patterson's Five Years of Service

On August 15th, 1932, Richard C. Patterson, Jr., completed his fifth year as Commissioner of the Department. During his five years of office the Association found him unusually receptive to suggestion and cooperation, and without hesitancy records him as one of the best commissioners ever identified with the Department of Correction. On the occasion of his fifth anniversary the following letter was addressed to the newspapers of this city. The letter is reprinted, not only to permanently record in detail the Association's estimation of the value of Mr. Patterson's services, but also to project the elements essential for the bringing of any correctional system to a high level.

Public officials, of course, are rightly subject to close scrutiny of their official acts and censured for their shortcomings. It seems equally fitting, however, that they should be commended when their public services bespeak a high efficiency, a rigorous honesty, a high sense of responsibility and an unusual devotion to duty. We feel that Commissioner Patterson has shown himself a possessor of these qualifications.

The following is a list of outstanding accomplishments of his administration.

1. *New Prisons*

a. The construction of a new House of Detention for Women at Sixth Avenue and Tent Street, to take the place of the seventy-five year old Jefferson Market Prison on that site—the first new prison constructed in New York City in more than forty years.

b. The construction (now nearly completed) of a new penitentiary on Riker's Island to house 2,150 prisoners and to take the place of the hundred year old penitentiary and workhouse on Welfare Island.

c. The occupation of the Women's Farm Colony at Greycourt, which had been allowed to stand idle for two or three years.

d. The addition of two new housing wings to the Women's Farm Colony at Greycourt.

e. The addition of a new housing building, with a kitchen, dining-room and mess hall at the Boys' Reformatory at New Hampton.

NOTE: The cost of these new prison buildings, all of them begun under the Patterson administration, approximates fourteen million dollars, more money than has been expended in New York City for prison construction during the past one hundred years, notwithstanding the outmoded condition of many of these institutions during the past fifty years.

2. *Safety Survey*

A thorough safety survey of all the institutions under the jurisdiction of the Department. Many leaks and weak spots were corrected.

3. *Escapes*

The reduction of the ratio of escapes in the Department to the lowest of any prison in the United States, if not indeed in the entire world. The rate for the Department is approximately one escape per 15,000 prisoners, which is much less than any other prison in the country, as shown by a questionnaire

4. *Emergency Alarms*

The installation of an emergency alarm system in every institution, which is connected with the police switchboard, so that in the event of riots help can be summoned within a few moments.

5. *No Riots*

The complete absence in the City's institutions of any major disturbance of any kind during the years when the country saw prison uprisings of major proportions in many of the penal institutions throughout the land. There was one fight between the whites and negroes which was quelled without police assistance by efficient work on the part of the guards.

6. *Prison Keepers' School*

a. The inauguration of a school for prison guards, the first of its kind in the United States, with an intensive eight weeks course covering every phase of prison administration. So successful was it that within a few months similar schools based on the same lines were started by the United States Government and by the States of New York, Massachusetts and New Jersey.

b. The inauguration of a firing school in which guards were taught how to handle and care for firearms.

c. The holding of public graduation exercises of the Prison Keepers' School and of public exercises for awarding prizes for the most proficient marksman in the firing school. This has served to raise the morale of the keepers to an extraordinary degree as it makes them feel, for the first time, that they are an important part of the City's governmental machinery.

7. *Enlightened Publicity*

The inauguration of the policy of enlightened publicity in order to acquaint the public with the work the Department is doing. In this way the Department has obtained the friendship and cooperation, practically without exception, of all the leading civic and socially-minded groups in the city.

8. *Narcotic Survey*

The appointment of seven prominent physicians, to make a study of narcotic addiction in order to see if the handling of the problem could be simplified in the city's penal institutions. This committee worked a year in a ward especially set aside at Bellevue Hospital, and submitted the most comprehensive report concerning narcotic addiction in prisons which has ever been made in this country.

9. *Inmates Commissary*

The reorganization of the Inmates Commissary, the control of which was placed under a Board of Trustees, monthly audits of the books being made and all expenditures carefully supervised.

10. *Federal Prisoners*

An arrangement with the Federal government, under which Federal prisoners, who for years had been very much of a nuisance in the city's prisons, were taken out and kept elsewhere, thus releasing much valuable space for the city's own prisoners.

11. *Tombs Annex*

The reconditioning and opening of the old annex prison at the Tombs so that the younger prisoners could be kept entirely separated from the others.

12. *Prison Industries*

The complete reorganization of the prison industries of the department, by which a profitless venture was changed into one under which the city is being paid a surplus of approximately \$50,000 a year.

13. *Food Committee*

The complete overhauling of the feeding system and the appointment of a committee to hold monthly meetings to go into every phase of the food problem. As a result the department does not get five complaints a year from prisoners concerning the food, a phenomenal record, as anyone acquainted with prisons can testify. This accounts to a large extent for its freedom from riots and other disturbances, as bad or improperly cooked food causes, at least in part, 60% of the large prison disturbances.

14. *Magazine for Keepers*

The starting of a prison guards magazine, also the first of its kind in the United States, which was designed for the double purpose of increasing the morale of the guards and of acquainting the outside public with the problems of the department.

15. *Salaries Raised*

An increase in the minimum salary for prison keepers from \$1,500 to \$1,769 per year. The increase itself, while small, has had the effect of inducing a high type of men to take the examination for this position. At the same time it has been the first tangible indication that prison keepers have had for many years that their work was considered sufficiently hazardous and important to justify a living wage. It has heartened them immensely and done much for their morale.

16. *Monthly Meetings*

The holding of monthly meetings of the physicians, chaplains and wardens. Some of the physicians and chaplains who had been in the department for many years did not even know each other.

17. *Libraries*

The complete overhauling of the libraries in all the institutions and the making of arrangements with the public library by which approximately eight thousand books are sent each year.

18. *Social Service Bureau*

The inauguration of a social service bureau, also the first of its kind in the United States to function within prisons. It maintains a contact between the prisoners and the outside world and has been extraordinarily successful in uniting prisoners with their estranged families, securing positions and assistance for meritorious cases and actually reforming criminals. It also has been copied by the Federal government, which has started a similar service.

19. *Educational Survey*

The making of a complete educational survey of all the prisons through a committee obtained from the Board of Education. This committee will make specific recommendations and based on their report the department will endeavor to inaugurate a complete educational system, starting with the Boys' Reformatory at New Hampton, in both academic and vocational branches. Prior to this no attention at all had been paid to an educational program for the city's prisons.

20. *Crime Clinic*

The starting of a crime clinic to make a study of the mental, physical and emotional characteristics of a large group of prisoners at the penitentiary. This is being done so that arrangements can be made to weed out of the Penitentiary and send to suitable institutions those who do not belong in a prison.

21. *Lecture Programme*

The holding of lectures by prominent speakers at the Workhouse which will be extended to other prisons this year. These lectures are by speakers of national and even international note, and are designed to give the prisoners something to think about during the week other than crime and sex, two great topics in every prison where men's minds are not otherwise employed.

22. *Bail Bonds*

The making of arrangements with first class bonding companies and the posting of notices in the prisons concerning them so that prisoners know where they can obtain bail and can avoid falling into the clutches of so-called "ball sharks" who in former days haunted the prisons.

23. *Prizes*

The offering of a prize of fifty dollars every year for the uniformed employe making the best suggestion for the good of the service. This has stimulated the interest of the keepers and has redounded to the good of the department.

24. *Prison Hospital*

The equipment, with very slight expense to the city, of the Workhouse on Welfare Island, the central hospital of the department, giving it 450 beds, the largest prison hospital in the world.

25. *Medical Work*

The medical work of the department has been coordinated and the efficiency of the personnel increased by the elimination of physicians who did not fit into the work required of them.

26. *Wardens Penal Trips*

The sending of the wardens each year to visit different institutions throughout the country in order to familiarize them with what is being done in the field of penology. This is the first time this has been done in the history of the department. The wardens and deputy wardens make written reports on the result of their visits.

27. *American Prison Association*

The sending of wardens and deputy wardens to the annual meeting of the American Prison Association, the official organization of prison men of the United States. This is also the first time this has been done in the history of the city, and the things which the officials have learned at these meetings have been of immense value to the department.

28. *Uniform Inspection*

The inauguration of uniform inspection of our keepers at monthly intervals, so that now they present at all times a clean and smart appearance.

29. *Prison Vans*

The designing of a new type of prison van with opaque glass windows on the sides, and better lighting and ventilation, thus ultimately doing away with the unsightly prison van in general use everywhere and at the same time making for greater safety, more comfort for the prisoners and better supervision.

30. *Waterproof Mattresses*

The installation of waterproof mattresses in the institutions. Formerly only blankets were used as bedding and due to the absence of mattresses the wear and tear on these was extraordinarily great.

31. *Annual Report*

The writing of an annual report which discusses intelligently and comprehensively the various human problems of the department instead of the usual hodge-podge of figures and statistics.

As this record shows, Commissioner Patterson has not been content only to improve the physical equipment of the city's institutions and to raise the standard of morale of its officials. He has also realized from the beginning that the foremost problem in any penal system is the human problem and that no prison system can be considered enlightened which does not make an honest, intelligent and wholehearted effort to study prisoners individually, to treat them as their mental, physical and emotional makeup requires and to turn them out better men and women than when they came in.

The City of New York indeed owes a debt of gratitude to Commissioner Patterson.

THE PRISON ASSOCIATION OF NEW YORK,

EDWIN O. HOLTER,
President.

E. R. CASE,
General Secretary.

The above letter received liberal press recognition and the New York Times carried the following editorial:

WHERE PRAISE IS DUE

It is doubly agreeable when so much censure falls upon public service to hear from an authoritative source praise of the "high efficiency," "rigorous honesty," "keen sense of responsibility" and "unusual devotion to the city" of one departmental head. All of these qualities are ascribed by the General Secretary of the Prison Association of New York to Commissioner Richard C. Patterson, Jr., who has just completed five years of service as head of the Department of Correction. The Prison Association has necessarily been in close and constant touch with the various phases of the city prison system and, since it has dared to criticize when necessary, its praise is the more to be valued.

There has been expended in these five years for the construction and equipment of new and modern prison buildings more than in the preceding hundred years. Especially noteworthy are the new Women's House of Detention, on the site of the seventy-five-year-old Jefferson Market Prison, and the new penitentiary on Riker's Island, which takes the place of a hundred-year-old penitentiary and workhouse. The chief credit is not, however, the mere addition of buildings, but their embodiment of the most approved recommendations of penology.

The morale of the keepers has been raised. Cooperation of the leading civic and socially minded groups of the city has been secured. A social service bureau, the first of its kind in the United States, has been inaugurated among its many services maintaining contact between the prisoners and their families. A crime clinic has been established; a survey has been made as a basis for an educational program for each inmate; lectures by prominent men and books from the public library have been provided, and the "feeding system has been completely overhauled."

These are a few of the items to support the general statement that extraordinary progress has been made in these five years toward making the city's penal system "the equal, if not the superior, of any in this country or abroad." When Commissioner Patterson was awarded a university medal by Columbia last June, he was cited as one who had used his university training and business experience in the service of the unfortunate and the misguided "with exceptional success and large human feeling."

In September Mr. Patterson resigned as Commissioner of Correction to accept the position of Executive Vice-President of the National Broadcasting Company. This was a matter of regret to the Association and to all others who had noted the great advance during his incumbency in the administration and equipment of the Department. His successor was not appointed during the balance of the calendar year.

CHAPTER IV

THE NEW FEDERAL PRISON

During the 1916 campaign for the abolition of Sing Sing Prison in New York there developed a demand for a new type of prison architecture. To this there was a substantial response in the designing of the new Sing Sing, but the most outstanding was in the drawing of the plans for the Westchester County Penitentiary at East View, New York. These plans were conceived by Mr. Alfred Hopkins after a thorough study of prison architecture, and in cooperation with Dr. O. F. Lewis of the Prison Association of New York, and others. In his recent book entitled "Prisons and Prison Building" Mr. Hopkins inscribed on the fly leaf: "To E. R. Cass, who with Orlando F. Lewis, gave the author his first introduction to his subject."

Mr. Hopkins' achievement at East View marked a new day in prison construction in this country. It was therefore gratifying to the Association that he was selected by the U. S. Bureau of Prisons, Sanford Bates, Director, to design the new Federal Prison at Lewisburg, Pennsylvania. He also designed the Berks County Prison in Pennsylvania; the Medium Security Prison at Walkkill, New York, and the institution for mentally defective delinquents at Woodbourne, New York. In connection with the Federal Prison at Lewisburg* (U. S. Northeastern Penitentiary) the following brief historical review and statement of basic reasons for the departure from the old type of architecture, together with details as to site, construction, personnel, etc., is set forth:

In the last two decades a noticeable change has taken place in society's attitude towards our prisons. Most of these buildings, some of them over 100 years old, were erected with but one thought in view, namely, to provide a building from which no person by any possibility could escape and whose architecture should be so forbidding and environs so disagreeable that no person would willingly care to sojourn there. Thus we find dotted over our American landscape prisons of the fortress type, behind whose high walls the miracle of repentance was expected to take place.

After a century of experience it began to dawn upon the intelligent critics of the prison system that it was not fulfilling its functions. Crime was not decreasing. The new conception of the purpose of a prison may be best summed up perhaps in a paragraph from the report of the President's Commission on Law Observance and Enforcement:

The function of the penal institutions is protection of society. To this end all efforts must be bent and all administrative methods be adapted. All judgment upon the func-

* Opened November, 1932.

tioning of our prison system, or any unit within it, must be in terms of protection of society. This raises the question of how penal institutions can best contribute to this objective. There seems but one answer possible—by the reformation of the criminal.

As late as the summer of 1931, the Assembly of the League of Nations was told by its Committee on Penal and Penitentiary Questions:

A penalty can no longer in these days be regarded merely as the infliction of pain or the expiation of a crime. Apart from quite exceptional cases, when the criminal has to be eliminated, a penalty is to be looked on as a means of readapting the offender to social life—as a means of reclamation. It is moreover this view of the nature of punishment which has contributed to the great development of penology.

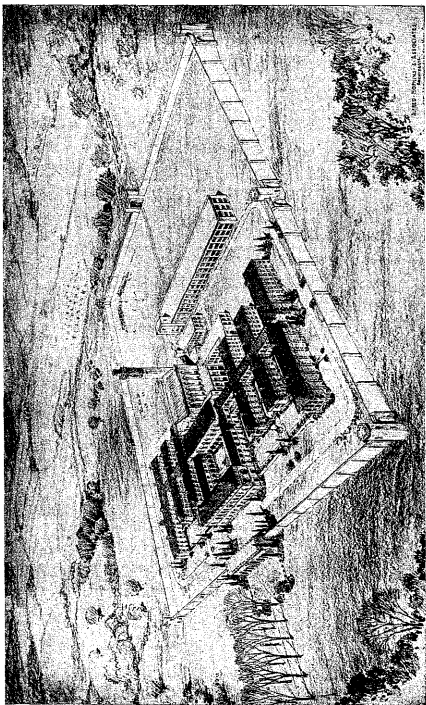
If, in the immense majority of cases, the penalty is regarded as a means of reclaiming the delinquent, and if it is intended to influence the whole character of the criminal, it must obviously not be executed in a barbarous spirit, as then it would fail in its real aim, which is to reform and humanize the delinquent.

The construction of the new penitentiary at Lewisburg, Pennsylvania, is the answer of the Federal Government to this challenge. If, in the judgment of competent observers, the prison of the old type is a failure, then it would seem not only the part of prudence, wisdom and economy but also in the interest of a more hopeful and productive treatment of our criminal class to try a different type.

The Northeastern Penitentiary is a different type. The buildings, especially those with which the staff and general public come in contact, are of pleasing aspect. While the Bureau of Prisons, through its Director, Sanford Bates, has withstood any tendency towards over ornamentation and has built an edifice which, compared to other Federal prisons and especially many of the newer State prisons, is economical in the extreme, at the same time it has realized that it was unnecessary to reproduce some of the architectural atrocities which serve as prisons in this and other countries. As Alfred Hopkins, the architect of the prison, has said:

The design of the prison becomes one more influence for the regeneration of the prisoner; it becomes one more factor in building up the morale and widening the scope of those who, as the long years go by, will come to exert their influence upon him; an influence which modern penological thought has proved should be wise and tolerant.

What are the requirements of a modern prison?



FEDERAL PENITENTIARY FOR THE DEPARTMENT OF JUSTICE, LEWISBURG, PA.

1. *It should be capable of safely confining the prisoners committed thereto.*

The 21-foot wall, manned by a sufficient number of towers, the isolation in the middle of a thousand acre lot, the impressive watch tower in the center of the structure, the steel cells and the barred windows of the strong rooms give ample opportunity to accomplish this primary object, and in a way which will be effective and yet not degrading to the individual concerned or to the bystander.

2. *It should be simply and economically built.*

The buildings are attractive in design but this institution has been built at remarkably low cost. The new steel prisons of some of our States have cost as much as \$5,000 per man. On the basis of a 1,500-man capacity the cost of the Northeastern Penitentiary will be about \$2,000 per man. Cast stone, brick, concrete block and materials of a less expensive sort have replaced the expensive granite and marble of some of our other public buildings. The total cost of this institution, with land, services, architects' fees included, is approximately \$400,000 under the amount authorized by Congress.

3. *The modern prison should provide an architecture capable of applying the newer principles of classification and individualization.*

The old prison designed to punish men en masse having failed, the design of the Lewisburg Penitentiary provides for the separation of men into intelligently and scientifically assorted groups.

4. *The modern prison should be equipped to protect society through improvement of the individual character of its inmates.*

This thought has been uppermost in the minds of those who designed this new penitentiary. It will be seen that the building contains facilities for close confinement and punishment of those recalcitrant prisoners who need such treatment but it also offers ample opportunity for individual progress and improvement of the prisoner even up to the time when he is to be released on parole to be tried out under supervision in the community to which he, like every other prisoner must eventually be discharged. To again quote the Wickersham Commission, "Unless these prisoners are so readjusted before release that they are more likely to be law-abiding citizens than before they were arrested and sentenced, then the prison has not served its purpose."

The newer ideals of penology, therefore, place no duty upon prison administrators to depress, to degrade, or to make miserable. To those who fear that there will be a lack of deterrence in the prospect of residence in such a prison we say that the abridgement of a man's liberty for a stated period, his subjection to a rigorous system of discipline, prophylactic treatment by a competent corps of medical men, a period of routine and regimen, hours of study

and constructive labor at some useful trade and an opportunity to come in contact with influences that will improve or inspire are much more likely to protect society in the long run than a similar period of time in a damp, dark, dismal chamber of a prison of a bygone era.

If we are to make an approach to a man's rehabilitation through the influences of religion, literature, and a study of his social needs, may we not as well frankly admit that we can do this better under surroundings that will uplift rather than degrade.

Doubtless there will be always some who will remain unimproved and unaffected by attempts at rehabilitation. From these society should be protected. For these there will remain the steel cells in this and other Federal prisons but for a considerable number of prisoners, who through remorse or a realization that after all crime does not pay, or through whatever channel may be given an impulse to a new and better way of life, this institution should hold out something in the way of promise.

It goes without saying that much of the success of such an institution will depend upon the personnel that guides it. The Bureau of Prisons is making every effort to provide such a staff. In order for the prison to fulfill its mission its inmates should be busy, its discipline should be fair but condign and its directing officers should be sincere and persevering.

The Bureau of Prisons makes no rash predictions for the success of this institution. It points to the fact that the older type of prison has failed. It presents this new type as representative of the best thought of some of the most progressive minds in the country. Not only will the success of such an experiment depend upon the way in which the inmates react to its influences but its success will be contributed to by the seriousness with which the general public accepts it.

This prison was authorized to be built by Congress to relieve the intolerable overcrowding in the existing Federal prisons, to provide prison facilities for the northeastern section of the country, where no facilities for Federal offenders existed, and also perhaps most important to provide a suitable building in which the plan of Congress for an integrated Federal prison system may be carried forward. The Bureau of Prisons bespeaks the cooperation of the press and public in this new and important adventure in the treatment of the criminal.

Site

An Act of Congress May 27, 1930, provides for the establishment of an institution for the confinement of male persons convicted of offenses against the United States fixing the location of such institution in the northeastern part of the country, north of the 38° north latitude, and east of 80° east longitude.

In the selection of a site the procedure followed by the Bureau of Prisons was to send out proposals descriptive of the tract desired, providing for the sale or donation to the United States

of suitable acreage. This proposal listed six essential elements necessary before the new site could be approved:—(1) limits the geographical location; (2) sets up the area, form of the tract, building site, drainage and general adaptability; (3) excludes rugged or mountainous country and specifies generally the topography of the tract; (4) stresses the requirement that the tract be suitable for profitable farming; (5) relates to accessibility and facilities for transportation; and (6) sets up the requirement for such services as water and sewer system. As a result of this proposal on June 23, 1930, there was received and tabulated a large number of offers. Some were discarded because they were obviously unsuitable, but of the number considered at least twenty-five were personally inspected by the Director.

Public spirited citizens in the town of Lewisburg were successful in satisfying the Bureau of Prisons as to the desirability of acquiring the site lying in Kelly Township, Union County, Pennsylvania, distant approximately $1\frac{1}{2}$ miles from the town of Lewisburg.

On July 31, 1930, the Attorney General formally approved the recommendation of the Director of the Bureau of Prisons authorizing the acquisition of this site. A group of representative attorneys in the town of Lewisburg donated their services to the Government, and assumed responsibility for the preparation of abstracts of title for the several parcels of property included in the tract selected as a site, and through the cooperation of the business men of Lewisburg the Government was able to acquire the site at approximately \$96.00 per acre. On March 26, 1931, the Governor of Pennsylvania approved the act ceding jurisdiction to the United States of the tract of land and buildings acquired as site for the Northeastern Penitentiary.

Construction

Contract was executed January 3, 1931, for a consideration of \$2,781,800, and supplemental agreements executed with that company involving changes and modifications in the plans amounted to \$137,904.01, bringing the total cost for construction, including installation of fixed equipment, to \$2,919,704.01.

The economic character of the institution will be seen from the fact that the cost per man of this institution based upon the probable average capacity is in the vicinity of \$2,000, which is less than one-half of the cost of recent State institutions.

Again, even with the addition of the amount spent in the purchase of land, the water and sewer systems, permanent equipment, telephone, light and fire alarm fixtures and architect's fees, the total expenditure is \$400,000 under the amount authorized by Congress, which was \$3,850,000, \$250,000 of which has already been returned to the Treasury.

The type of construction adopted for the Northeastern Penitentiary provides for foundations, retaining walls, etc., of reinforced concrete. Exterior walls are built of 8" brick with four-inch back-up of cast concrete block. Exterior face is a selected dark red brick of rough texture and a range of color.

The concrete blocks are cast in a variety of sizes and textures and are used as the exposed inner surface of all walls except in the office portions, which are plastered. By the use of these special blocks a very artistic effect has been obtained at a very low cost and to a large extent the use of plaster has been avoided.

In the use of materials the constant effort has been to provide security where it is needed, but to avoid the appearance of the rigid detention type of prison which has been used for over a century. This principle has been carried into every part of the construction. Special provision has been made for the maximum type of security to such extent as may be required. Medium type security is provided for special cases, and where housing only is actually required, minimum type security. Throughout the entire institution the appearance is more that of a university or college group than a sombre detention group. Nevertheless all features of proper detention security are included and the entire scheme has been carefully designed.

The inside partitions in general are of this same concrete block and with all openings trimmed with molded and colored cast stone an effect of dignity with some measure of ornamentation has been obtained at a minimum of cost. Interior partitions in office portions are plaster on hollow tile.

All construction is fireproof with the exception of pitched roofs, which have wood plank to receive tile.

All floor construction is of reinforced concrete. Cement floor finish has been used throughout the work, except where tile floors or terrazzo have been required to meet service conditions demanding somewhat better surface than the ordinary cement finish. Linoleum flooring has been used in the offices, library, and in hospital portions where quiet and durable flooring is most desired.

An artistic appearance has been obtained for all buildings in the main group which are united by a central corridor. These buildings are roofed with a dark red tile and have lead coated copper gutters and downspouts. On the first floor the corridor uniting the buildings is designated as "Guards corridor" and that on the second floor is known as the "Recreation corridor". In the Recreation Corridor the rough hewn timbers of the roof are left exposed, being stained to conform to the general color scheme of the group.

Oak doors are used throughout the buildings and in the detention rooms are lined on the inside with steel plate. Cell doors in groups of detention rooms are individually locked, but by means of a gang locking device can be instantly released at a control box by a guard in case of fire or an emergency.

Control of the various units is provided by steel grills which by the use of slight ornamentation and simplicity of design effect a departure from the assertive prison atmosphere usually found in penal institutions.

In detention rooms and dormitories all windows have metal casements and swing outward, giving an abundance of light and air. They are protected on the inside by inconspicuous but secure

bar grills. In maximum detention spaces all window and control grills are of tool proof steel designed to resist the use of saw or drill.

Throughout most of the institution, with the exception of the office space, a cement paint has been used which gives a durable, sanitary surface, resisting the results of scratching or other damage to a high degree.

Plumbing throughout the building has been given careful study and is generous in its layout and equipment, specially adapted to the hard and unusual requirements of this type of institution.

A large factory building of latest type of construction, fire proof in every detail with reinforced concrete floors, walls almost entirely steel sash and glass, and provision for adequate ventilation, is located at the rear of the main group of buildings.

Large and airy shops are provided in the main group, with wood-working machinery, machine shop, electric, plumbing and steam-fitting equipment, where maintenance work can be performed and practical trades taught the inmates.

In the mess hall and in the auditorium, by using walls of concrete blocks in a variety of textures and colors, arches of cast stone, an effect of spaciousness and dignity at a low cost has been achieved.

The kitchen unit with tile floors, walls of glazed terra cotta and steel sash glazed separate the several units where desirable, without sacrificing observation and control. All kitchen equipment has been designed for long life and ease of maintaining cleanliness, all metal work of sinks, tables and containers being of stainless steel.

A concrete wall of uniform height 20 feet above the finished grade of the inclosure surrounds the entire institution, comprising an area of approximately 26 acres. At the corners and in the middle sections of the wall there are brick guard towers. At the center of the front wall is the main entrance of the institution, including a guarded sallyporte with vehicle entrance. Heavy steel grill doors control the inside and outside entrance of the sallyporte and at the inside entrance an additional sliding door covered with steel plate is arranged to automatically close in case of emergency. The armory is placed in the second story of the entrance gate. At the center of the rear wall the rear entrance gate is located, for which a sallyporte will later be constructed, through utilization of prison labor.

The educational facilities include the following:

Rooms	Seat	Total
7 class rooms, 18 x 25	35	245
1 class room, 18 x 30	42	42
1 class room, 18 x 38	58	58
		<hr/>
		495

Educational office space, 16 x 86—1,376 sq. ft.
Supply room, 10 x 18—180 sq. ft.
Welfare space, 18 x 68—1,224 sq. ft.
3 Chaplains' offices, 16 x 14 each.
Library, 42 x 102—4,284 sq. ft.—15,000 volumes.

The capacity of the institution is as follows:

Building	Capacity
Honor dormitory	114 { 24—4 men rooms 3—6 men rooms
Honor Rooms Building	145 single rooms
Dormitory A	150 50 men in each room
Dormitory B	150 50 men in each room
Dormitory C	150 50 men in each room
Dormitory D	150 50 men in each room
Cell Block A	83 single rooms
Cell Block B	83 single rooms
Cell Block C	83 single rooms
Disciplinary Building	80 single cells
Hospital Wing	83 { 3—18 bed wards 29—single rooms
Reception Wing	104 single cells
Total capacity	<hr/> 1,375 <hr/>

Sewage Disposal

It has been necessary to construct an independent sewage disposal system for the Northeastern Penitentiary, and on March 21, 1932, a contract was made with the Suburban Engineering Company for the installation of sewer and sewerage disposal plant. The original contract amounted to \$82,989 to which has been added supplements amounting to \$1,753.39, making the total cost of sewers and sewerage disposal system \$84,742.39.

Water

The question of establishing an independent water supply for Northeastern Penitentiary was given very careful consideration. The contractor has successfully drilled and operated wells on the Government reservation, but in the beginning it was deemed advisable to arrange with the local water company for supplying an adequate quantity of potable water. After considerable negotiation arrangements were finally executed under which the water company brought their mains up to the boundary of the Government reservation. The Government then established a 100,000 gallon overhead tank to furnish water pressure for sprinkler and supply emergency service for fire protection, and a 1,000,000 gallon storage tank from which water is distributed to the various services

located on the reservation. Contract with the White Deer Mountain Company, executed April 6, 1932, provides for furnishing 42,680,000 gallons of water per annum for which the Government will pay a lump sum price of \$3,000 per annum, payable monthly at the rate of \$250 per month. This puts the cost of water at slightly more than five cents per hundred cubic feet.

Railroad Facilities

Under an agreement with the Reading Railroad Company, in consideration of a revocable permit issued by the Government, the railroad company has installed a siding from their main line near the town of Lewisburg to the Government warehouse inside the walled enclosure. This was done without cost to the Government.

Power and Light

January 3, 1931, Contract J1C-449, was executed with the Pennsylvania Power and Light Company providing that when construction of Government buildings had been completed the company would, upon a reasonable notice, undertake to furnish electrical energy, and in the meantime the company was authorized to install power lines on the Government reservation and make an independent arrangement with the contractor for furnishing temporary service during period of construction.

Fuel

The Northeastern Penitentiary is located in the anthracite district, but as soon as the site was selected all available data was referred to the Bureau of Mines of the Department of Interior with request that a careful study be made as to the fuel requirements.

A special type of equipment has been installed in this institution suitable for use with either bituminous or anthracite coal. Bids were, therefore, solicited for furnishing both bituminous and anthracite coal, and in accordance with the established policy of the Department the proposals for the first fuel contract were sent to the Bureau of Mines. The first contract was awarded to Cost-grove and Company, Inc., for furnishing two-inch nut and slack coal from thermal No. 15, located at Dilltown, Indiana County, Pennsylvania, at a cost of \$3.20 per ton delivered f. o. b. Northeastern Penitentiary siding.

Farms

One of the principal sources of employment for inmates of the Northeastern Penitentiary will include development of the farm unit. The prison farm here, as at other large institutions, is projected along four major lines: (1) Dairy Unit, which is planned to produce all the milk used by the institution, but does not

attempt to produce cream, butter, cheese, or other dairy products except insofar as they are by-products; (2) Swine Unit, which is planned to utilize all available garbage and produce all of the pork products required by the institution; (3) Truck Unit, which endeavors to produce all the green vegetables required in season and can the excess for later use, and (4) Poultry Unit, which should produce all the eggs required for use in the institution.

The farm unit work is planned as an adjunct of the educational and vocational work carried on in the institution. The theoretical work along these lines given in the schools will be supplemented by practical training on the farm. The Farm Manager and his assistants are selected not only for their practical knowledge but ability to act as instructors in the schools.

Work on the farm is not only one of the most healthful occupations open to prison inmates, but for men who are given special training it provides a very practical opening when they seek employment after release from the institution.

A Farm Manager and one Assistant Farm Manager have been appointed. Progress has been made in planning the development of the several farm units, and it is expected that as soon as prison labor becomes available it will be possible to utilize the entire available acreage to advantage.

Personnel

All positions in the Northeastern Penitentiary are filled in accordance with rules and regulations of the United States Civil Service. The organization of the institution comprises the following:

(1) General administration.

Warden
Deputy Warden
Secretary to Warden
Clerk to Deputy

Under this heading are grouped all administrative matters of the institution, the enforcement of institution rules and regulations, the care and custody of the prisoners, discipline, maintenance of police authority, and supervision over the custodial force and prisoner inmates.

(2) Fiscal and business.

Chief Clerk
Storekeeper
Assistant Storekeepers
Distributing Clerk
Steward
Assistant Steward
Record Clerk
Commissary Clerks
Stenographers and clerical assistants

Handles all fiscal matters, the purchase of supplies, civilian personnel assigned to clerical duties, preparation of reports, statements, correspondence, receiving and distribution of supplies, and in general transacts the business of the institution.

(3) Mechanical service.

Chief of Mechanical Service
General Foremen
Engineer (Power Plant)
Assistant Engineers
Maintenance Foremen
Clerical Assistants

Handles the maintenance and operation of all mechanical equipment, including power plant, motor equipment, machinery and construction work.

(4) Custodial force.

Captain of Watch
Lieutenants
Clerk to Captain
Guards

Is responsible for the maintenance of police authority and all matters pertaining to the custody of prisoners.

(5) Farm Service.

Farm Manager
Assistant Farm Manager

Is responsible for all farm activities. Includes the four major projects; i. e., dairy, swine, poultry, and truck gardening, and the maintenance of records incident to such service.

(6) Educational Service.

Supervisor of Education
Assistant Supervisor of Education
Instructors
Librarian

Is responsible for the education and vocational training of the inmates.

(7) Religious and Welfare.

Senior Warden's Assistant
Junior Warden's Assistant
Civilian Clerk

Has supervision over all religious services, assists in certain types of welfare work.

(8) Parole.

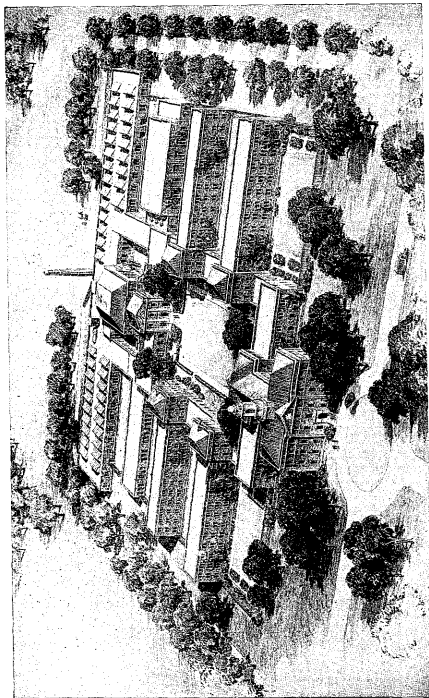
Parole Officer
Civilian Clerk

Has charge of parole files, secures reports from officials and departments relating to parole cases, prepares data for consideration of the Parole Board, handles correspondence and

mail relating to paroles, makes reports on parole cases, and has charge of interviews with inmates concerning parole matters.

All positions have been graded in accordance with the Personnel Classification Act of 1923 and upon appointment personnel is assigned to the proper grade according to the character of service to be performed. All appointees are required to enter the service at the minimum of the grade to which the position is assigned. Promotions are based solely on meritorious service.

The medical and hospital service for all penal and correctional institutions, including the employment of all personnel connected with same, is rendered by the United States Public Health Service.



NEW YORK STATE VOCATIONAL INSTITUTION, CONSAKLE, NEW YORK
 THOMAS & BAKER AND THOMPSON, HOLMES & CONVERSE,
 ASSOCIATE ARCHITECTS

DR. WALTER N. TRAYNER, JR., Commissioner of Correction
 FREDERICK C. HELMING, Superintendent of Institution

FREDERICK STUART GREENE, Superintendent of Public Works
 WILLIAM E. HAYCOCK, Commissioner of Architecture

CHAPTER V

NEW YORK STATE VOCATIONAL INSTITUTION

The creation of the "New York State Vocational Institution" goes far toward the fulfillment of the hopes of those interested in the rehabilitation of our delinquent youth. It is over a century since the first step was taken. In the year 1817, the "Society for the Prevention of Pauperism" was organized, merging later into the "Society for the Reformation of Juvenile Delinquents in the City of New York." That society established the first institution for the reformation of juvenile delinquents in this country, "The New York House of Refuge." That was in 1824. Since its inception, the House of Refuge has received and cared for a total of 38,468 minors, needing parental care or correction during their minority.

The New York State Vocational Institution is to be the successor of the institution established by this ancient and honorable society. The work is now to be carried on by the State in a modern institution under the most auspicious conditions. The handicaps under which the House of Refuge has labored, due largely to old buildings and inadequate appropriations, will be overcome.

It is of interest to review the movement for the new institution. For many years it has been the desire of the State to transfer the House of Refuge to a country site. Three years ago the State, the City, and the Managers of the Society agreed to discontinue the Randall's Island institution and build a modern institution on the cottage plan, to house 500 boys, at Warwick, Orange County, New York. As the plans developed and conferences were held, the opportunity seemed to present itself to take care of a need, long felt by social welfare authorities for a better classification of juvenile delinquents in the State of New York. The conviction had been borne home that the cottage system of institution was not adequate to take care of the older type of delinquent youth. That system was believed to be more desirable for the younger boy. With this thought in mind Governor Roosevelt called a conference of the leaders in the social welfare and delinquent fields in January of 1932 to determine what action should be taken, and as a result the plan formulated was presented to the Legislature. Funds were provided for the purchase of a site, and for the erection of buildings (Chapter 36 of the Laws of 1932). The Legislature provided also for the creation of the "New York State Vocational Institution," (Chapter 538 of the Laws of 1932). By virtue of this legislation, the work of the House of Refuge was transferred from the jurisdiction of the State Department of Social Welfare to that of the State Department of Correction, effective July 1, 1932. Pro-

vision was made, however, for the continuance of the work at Randall's Island until the new institution was ready for occupancy.

This plan provided that the Department of Social Welfare would take care of all boys under sixteen years of age at either the New York Training School for Boys at Warwick, New York, or at the State Agricultural and Industrial School at Industry, New York, and that the Department of Correction would take care of boys sixteen years of age and under nineteen at the New York State Vocational Institution.

It was agreed to build the new institution, to house 500, on a country site. Many sites were considered and examined by the Commissioner of Correction, the Superintendent of the Institution, and others. After conferences and careful deliberation a site of 751 acres was selected near Cossack, Greene County, New York. The site is on comparatively level ground, gently undulating, and possessing many advantageous features. It was chosen for its unusual adaptability to the purpose.

Many conferences of State officials were held as the plans for the new institution developed. As a result it was determined to create an institution which would give promise of being the last word in efficiency in the accomplishment of its objective. Certain principles were accepted to guide its creators.

1. That in the treatment of delinquents the idea of punishment should be subordinated to that of reformation.
2. That the care of youthful delinquents involves obligations to insure physical comfort and welfare by healthful living and working conditions.
3. That a broad program of training of the delinquent is the all important means to the end that he may be reclaimed to good citizenship.

The stressing of the importance of vocational training in the program is evidenced by the name of the institution, "The New York State Vocational Institution".

With the program determined, architects were invited to compete in designing the plans for the new institution under rules and regulations laid down by the Department of Public Works. Great public interest was manifested, and, as a result, fifty-four firms participated, each submitting sets of drawings and descriptions to a Board of Award on July 19, 1932. Many of the plans were excellent, and it was a most difficult task to determine the successful competitor. The final award was made to the firm of Thomas and Baker and Thompson, Holmes & Converse, 101 Park Avenue, New York City. The plans called for the construction of buildings in units grouped around a central court and connected by corridors in a manner assuring a maximum of healthful exposure to light and air, compactness and accessibility to all functions, and the maximum of supervision with the minimum of personnel. This firm was authorized to prepare working drawings, details and

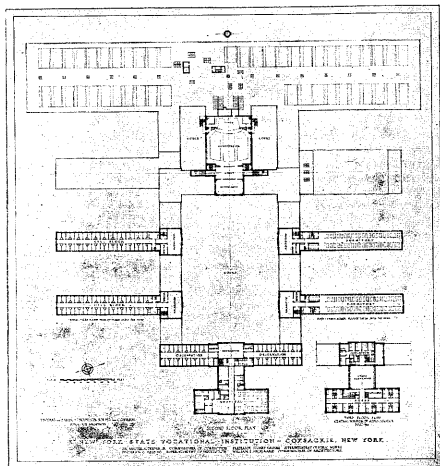
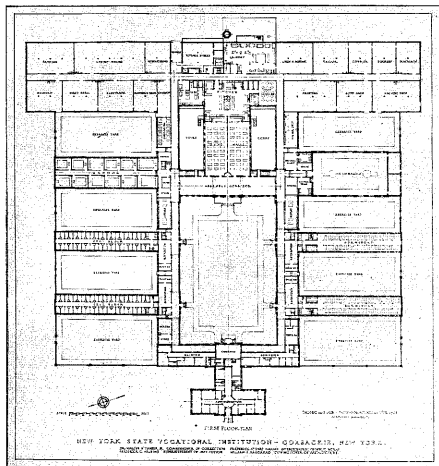
specifications for the construction of the institution, based in general on the drawings selected, subject to modifications in details as the preparation of the drawings progressed.

The plans are now practically completed and ready for presentation to the Department of Architecture. They have been prepared under the general direction of the Commissioner of Architecture, Mr. William E. Hangaard, and under the supervision of the Commissioner of Correction, Dr. Walter N. Thayer, Jr. Every detail has had the careful and close scrutiny of Mr. Frederick C. Helbing, the Superintendent of the House of Refuge and of the new institution. As a result it is confidently anticipated that the objective has been achieved and that the boys entering this institution are to be trained in the most efficient plant that has ever been designed for the purpose of reformation of delinquents.

In the preparation of the plans counsel has been sought, visits have been made by the architects, accompanied at times by Commissioner Thayer and Superintendent Helbing, to other modern Federal and State institutions in this and other states, and an effort has been made to select the best features of these institutions and incorporate them in this new vocational training school.

Of the House of Refuge, Governor DeWitt Clinton said, in one of his messages to the Legislature over one hundred years ago, that it was the best institution which had ever been devised by the wit, and established by the beneficence of men, for the reformation of juvenile delinquents. With the added experience of one hundred years, with all the accumulated wisdom concerning means and methods, away from old systems and in tune with modern systems, how much more aptly might Governor Clinton's words be applied to this successor of the institution to which he referred.

The possibilities of the new institution seem almost unlimited as the facilities for housing and rehabilitating these boys will be extensive and modern. Beginning with the reception quarantine period, and continuing through the entire time spent in the institution, facilities will be afforded for constructive classification and supervision. With a medical staff consisting of physician, dental surgeon, oculist, oto-rhino-laryngologist and psychiatrist, the physical welfare of the boy will be more closely observed and treated. With more than twenty trades being taught in well lighted and ventilated shops of a one story type with saw tooth roof construction, the urban boys will have a wide range of trade opportunities. The institutional dairy and farm will be scientifically managed and should appeal to the rural boys. Academic school instruction is provided for; and the related school work will apply directly to the type of vocational training the boys select under guidance. The cafeteria style dining room, seating 340, will afford a sanitary, efficient and economical means for the serving of a scientifically planned dietary. Nine large courts for outside recreation will make possible a far better classification and segregation than has heretofore been provided. For intra-mural com-



petition a large gymnasium for indoor sport and an athletic field for outdoor sports are provided.

An auditorium seating six hundred is located above the dining room. In addition to the reception quarantine, there are four dormitory buildings of three floors each. Each floor of two of the buildings has forty-two separate rooms and each of the other two buildings has accommodations for forty-two beds on each floor. Each floor is equipped with shower and toilet facilities, a large recreational room and a quiet room, providing excellent classification and segregation, and close supervision at night. This arrangement will give the boy some latitude of choice in the use of his leisure hours. Ample space for a library has been provided. The individual religious instruction which the boy will receive through the Chaplains, and their weekly chapel service, should tend to enrich him spiritually.

With all these facilities functioning properly, a boy cannot help losing his anti-social attitude toward society, and he should return a better citizen, fully trained to cope with the real problems of life as he encounters them. The vocational training he receives will, no doubt, bring out capabilities which heretofore have been unknown to him and which have lain dormant. This newly acquired knowledge of himself, will stimulate him with pride in the success he has made in a trade and will give him poise and self-confidence.

CHAPTER VI

THE COMMISSION TO INVESTIGATE PRISON ADMINISTRATION AND CONSTRUCTION*

During its third and last year the Commission concentrated its efforts in three directions. First, on a continuation of the educational experiment at Elmira Reformatory, second, on a study of the probation system in New York State, and, third, on a study of prisoners, their crimes and sentences. These activities were referred to three committees, and the General Secretary of the Prison Association served as Chairman of each. The wholehearted support of the members of the committees was had, as well as the unusually enthusiastic and indispensable cooperation of Dr. V. C. Branham, Deputy Commissioner, New York State Department of Correction; Mr. Walter M. Wallack, Director of the Educational Experiment at Elmira Reformatory; Mr. James S. Owens, Director, State Division of Probation, and Mr. Frederick A. Moran, Executive Director, State Division of Parole.

A full reprint is made of the report on an Educational Experiment at Elmira Reformatory, but only excerpts are included of the two special studies.

An Educational Project at Elmira Reformatory

FOREWORD

When in 1930 this Commission was appointed to make recommendations to the Governor and the Legislature on prison administration (as well as construction) one of the major interests with which it was concerned was a reorganization of education as it then existed in the penal institutions of the State. In January, 1932, the Commission brought in a report in which it set out "An Educational Program for New York State's Penal System." In this report the Commission pointed out that in actual practice the education of prisoners in New York had "largely been limited to a fixed standard for all inmates . . . If the newcomer could meet this standard, he was excused from school. Otherwise he went through certain formalized 'dry-as-dust' proceedings . . . In brief, the education of prison and reformatory inmates has lagged further behind standards set by the community outside than any other phase of prison regime."

* Mr. Sam A. Lewisohn, Chairman; Miss Julia K. Jaffray, Secretary; Senator Thomas C. Brown; Mr. E. R. Cass; Assemblyman Milan E. Goodrich; Miss Jane M. Hoy; Assemblyman James R. Robinson; Senator Fred J. Slater; Dr. Walter N. Thayer, Jr. Ex-officio members: Senator George B. Fearon; Senator John J. Dunningan; Assemblyman Russell F. Dunmore; Assemblyman Irwin Steingut.

As a proving ground for their program the Commission selected Elmira Reformatory, since it presents the most promising field for educational experiments. Here are nearly 1,500 young men and boys, ranging in ages from 16 to 25, who are undoubtedly the easiest group in our prisons to teach and the freest from settled habits of crime. At the end of a term seldom longer than eighteen months they are returned to society. The training which they received during this critical period must be of the type to assist them in their new struggle for re-adjustment.

With these facts in mind the Committee asked Dr. V. C. Branham, Deputy Commissioner of Correction, to concentrate on Elmira as a testing ground for educational projects which should be valuable later in other prisons throughout the State.

Any discussion of the curriculum presented at Elmira can best be made in the light of a clear understanding of the aim of all such education, which is *adjustment to life*. Unless this purpose runs like a framework throughout all branches of instruction the inmates will not be receptive to the teaching offered them. They realized instinctively that the formal instruction which used to prevail was totally unfitted to help them face their problems on release. These boys in Elmira are mostly untamed rebels against society. Education for them, if it is to be worthwhile, must train them in the essentials of civilization. It must be the type of education which relates clearly and directly to life outside the prison walls. Nothing could be a greater waste of time than to give these young men formal or academic instruction which they feel has no connection with the problems they will meet on their return to society.

When the Commission set itself to study the educational programs then in use in the prisons it found that "there were no courses of study which met the needs of young men confined in abnormal surroundings for varying periods of time. These young delinquents had run away from all that the public schools had to offer them. For them the steady grind of the classroom was anathema." The problem of the Commission then became one of experimentation in a new field and, as noted before, Elmira Reformatory was selected because of the youth of the inmates, their teachability, excellent shops and other facilities. There also was gathered the exceptional institutional staff so necessary for the ultimate success of any school of this kind.

In August, 1932, after much search, the proper Director for the experiment was found and the basic plans for approximately two-thirds of the curriculum were formulated and put into execution. Funds for the program were secured through this Commission and the general supervision was left to the Deputy Commissioner Dr. V. C. Branham and the sub-committee on Education under the chairmanship of Mr. Edward R. Cass.

This preliminary report, therefore, is made for the purpose of indicating the project as a whole, and the extent to which progress at Elmira Reformatory has already been made.

STATEMENT OF THE PROBLEM

Through a stretch of years, that spans a century or more in New York State, a steady stream of young men has been poured through Prison gates back into the Community. Each man was supposed to have learned a trade or, at least, something useful, during his sojourn, that would stand him well in hand in his new struggle for re-adjustment. Each year a sizeable proportion found a place in the community and was no longer a source of trouble to himself or others. But altogether too many straggled back to their barred cells, baffled and defeated from the start.

The first efforts of the Commission were concentrated upon a program of building construction, the proper classification of prison inmates and the enactment of appropriate penal legislation. The next consideration of the Commission was a complete reorganization of the system of Prison Schools. Penal education had failed to educate. The trades taught were not even the source of a job. The Commission, at once, set out to make a thorough and searching inquiry into causes of the failure of the educational process in our Prisons and arrived at several rather startling conclusions. Foremost came the fact that there existed in none of our Correctional Institutions, and not even in the Public Schools of the community, courses of studies that met the needs of young men confined in abnormal surroundings for varying periods of time. The young delinquent is a rebel who has run away from all that the Public Schools have had to offer him. For him the steady grind of the class-room is anathema. In the second place, the Commission found there was no one in the Correctional System, nor elsewhere, who had at hand the ready means for laying down such a program. Prison school facilities were found to be limited and the school personnel seemed to be untrained to meet the needs of a newer technique.

The problem of the Commission, then, became one of experimentation. The Reformatory at Elmira was selected as the locale for the new project because of the youth of the inmates, their teachability, the excellent shops, and other facilities in the Reformatory, as well as the promise of a close cooperation from the Institutional Staff so necessary for the ultimate success of a school of this kind. The next step came in the selection of an Educator with sufficient vision and training to study all the factors concerned in the situation, to formulate a curriculum, and finally to guide it through to a successful and permanent conclusion. The effort, to be worthy of trial, must lay down a foundation that will become a permanent vital element of the Institution, and it must also serve as a pattern for similar educational programs throughout the entire Correctional System.

In August, 1932, after much search, a competent Director, Mr. Walter M. Wallack, was appointed for the Experiment. The project was immediately started and the basic plans for approximately two-thirds of the curriculum were formulated and put into execution.

This preliminary report, therefore, is made for the purpose of describing the project, as a whole, and the extent to which progress has already been made. In order to indicate clearly the background for the experiment, it is necessary to outline briefly the facilities available. At Elmira Reformatory, the Superintendent has just thrown open the doors of a splendid, newly erected, modern, school building. A Head Teacher with four civilian teachers as assistants make up the personnel. Five shop buildings, equipped with modern apparatus, house twenty-four trades, each under the direction of a competent civilian instructor. The Reformatory has an unusually fine Classification Clinic with well qualified psychiatrists and psychologists, as well as separate housing facilities for new admissions. The Library is fairly extensive but contains few up-to-date books. It is practically useless for reference work in connection with an up-to-date educational program. A large armory and a small, poorly housed gymnasium are the centers of recreation. The military system prevails throughout the institution. Drill and military discipline are considered to be of vital importance in the daily life of the inmate.

THE PROGRAM FOR ACADEMIC INSTRUCTION

The problem for securing the means of a new system of academic education for the inmates was the first to occupy the attention of the Director. The educational scheme must be both purposeful and interesting. The class-room hour must not become an hour of deadly monotony or persistent evasion. Through its practicability it must appeal to the inmate as being something useful and distinctly worth his while.

At the outset it became apparent that to apply the new process to the entire inmate population would be a wasteful effort. A far more effective method was the development of highly selected experimental schedules applied intensively to small groups at strategic points throughout the system. It was the old proposition of the thinnest blade cutting the deepest. The problem of academic instruction resolved itself into the three-fold purpose of classifying the inmates into groups for practical instruction, devising a workable curriculum, and training the instructors in a new technique.

1. THE GROUPING OF INMATES FOR THE PURPOSE OF INSTRUCTION

It seemed advisable, as a primary step in meeting the first objective named above, to discard all the ordinary methods of *grouping* by means of grades. These boys will, with few exceptions, never enter a public class-room again. The ordeal of meeting the complicated requirements of Regents examinations will seldom fall to their lot. Therefore, a flexible method of grouping can be adopted whereby the boy's interest and his individual needs are considered to be paramount. The Director of the project divided

his pupils into three groups, the Preparatory, the Intermediate, and the High School types. In this connection, it became a matter of first importance that the life history and the personality make-up of each individual pupil be known to the teacher. From this viewpoint, the psychiatrists and the Classification Clinic became the strong right-arm of the educational scheme. A psychologist was assigned from the Clinic to the school for the sole task of preparing adequate studies of Clinic records of the life of each pupil to be trained. Not only could his needs thus be determined but the touchstone that is to bring the vital spark of interest into the school work can be found. In the Appendix of this report will be found a sample form used by the psychologist in getting data to aid the teacher in formulating projects for the individual work of each inmate. In the Preparatory school will be students whose achievement ratings fall below the grade four. These men are illiterate or have language difficulties and are in need of instruction by means of special technique similar to that in the Public school ungraded classes. In the Intermediate School will be students whose achievement ratings fall into grades four, five and six, and the High School will provide for the remaining groups. The determination of the achievement of each individual is made through the Stanford Achievement Tests. These tests rate ability in various lines of school work so that the teacher is in a position to know how far a pupil has already progressed in certain lines and his capacity for further development. The work will be largely done by the school psychologist.

Actual Progress in Grouping to Date

So much for the outline of the scope of the first objective under the academic project, namely, the grouping of inmates. To what extent has this been put into actual operation? The school psychologist has just completed achievement testing of all persons now assigned to the school. The results of these tests make it apparent that about 58 per cent of the boys entering the institution are seventh grade achievement or higher. It is also apparent that placement, as formerly carried out without testing, was not as effective as it should be. For example, only eight per cent of the group under consideration had been placed in the seventh grade in the period preceding the administration of these tests. The test results indicate that 34 per cent of that group should have been placed in the seventh grade. Of the men tested thus far, the most frequently occurring deficiency found is in arithmetic computation. A program of individual and group progress testing is carried on for the purpose of measuring teaching results. During the past months, the school psychologist has interviewed twenty men with special difficulties for the purpose of making readjustments in the school. Numerous conferences have been held between the Director of the educational project and the Director of Classification Clinic regarding the personality make-ups of the various

pupils under consideration. The estimation of the percentages for the Intermediate and Preparatory school groups has not been completed and no report is available at the present time. Efforts have been largely directed toward developing the High School group first, that is, those men above the seventh grade achievement because of their better intelligence and grasp of the new principles to be established.

2. THE FORMULATION OF A WORKABLE CURRICULUM

The formulation of a workable curriculum has presented many difficulties. As has been previously mentioned, the topical method of presentation by grades used so commonly in the Public Schools seems totally unsuitable for inmates of the Reformatory. One of the most interesting, as well as profitable methods, in which any one can occupy his time, is to do something himself. Any one with the slightest intelligence becomes bored by the constant pouring in of information upon him without any opportunity to make anything of it creatively. Consequently, the interest of the average Elmira type of boy can only be enlisted and sustained by a method of instruction that will permit him to work out his own ideas upon subjects in which he, himself, has a real interest. The project method of teaching, which came into vogue in the early Twenties in this country, seems to be admirably adapted to this purpose. The inmate's lines of interest are first ascertained by means of an extensive and comprehensive questionnaire. These lines of interest are further probed by interview of the inmate by the school psychologist. When they have been determined, a topic is selected for him to develop. For example, the inmate may be interested in Electrical Engineering. The subject of Power Plants and their use in the community can be assigned to this man with every assurance that he will work on it with increasing interest and fervor. The teacher indicates the reference books in the Library to which the inmate can go for the preparation of his thesis and then helps him from day to day to direct his report along clearly thought out and concise lines so that too much irrelevant material is not introduced. The teacher acts as an on-looker ready to guide the wheel when the machine tends to get too much off-course. In the development of the report on Power Plants, in general, the inmate will come across a great deal of relative material that will give him a broad general understanding of the problems of Power, its transmission and consumption. *Not the least in importance is the growing awareness on the part of the inmate that there is an organized community working for a common good, directed in many instances by men of upstanding character, knowledge and skill, and that he, too, can become a part of the general scheme.* The project, then, not only imparts a great deal of useful information to the inmate which he has prepared himself, but it has developed to a certain extent a sense of his responsibility toward the community. In the course of time, these projects will increas-

ingly bring home this truth to the man and is expected to become a source of character-building to him, as well as to provide him with a great range of usable knowledge.

These projects have been grouped under the following subject-matter fields:

1. *English.* Written and spoken.
2. *Mathematics.* Related especially to practical needs, such as Bookkeeping and Shop Work. Arrangements are made for those having unusual talents for Mathematics.
3. *Social Sciences.* A study of the various forms of history of practical Government, community life, not only outside of the community, but within the walls of Elmira Reformatory as well; Geography in its various phases.
4. *Health Education,* especially as relates to the ordinary procedures of keeping well and maintaining vigorous physical and mental health.
5. *Physical Sciences.* Related especially to Physics and Chemistry.
6. *Miscellaneous.* Relating to such things as the Arts, Standards of Conduct, Ethics and Morals.

The definite and clear-cut practical lines that these objectives take may be indicated somewhat as follows: For example, in English instead of attempting to teach syntax and the intricacies of grammatical construction efforts will be directed toward preparing the inmate to express himself in a clear and forceful manner before groups of other inmates. His vocabulary will be developed along the lines most suitable to him, especially in connection with the learning of his trade, the reading of newspapers, and the writing of letters. Instead of the history of England during Medieval times, emphasis will be placed upon current social problems. There will be round table discussions on topics of the day, gleaned for the most part from newspapers, weeklies, etc. The individual inmate will be called upon to express his own opinions regarding these subjects, giving his interpretation and comparisons, and being permitted to introduce related subjects as he deems it necessary. With reference to Health Education, the prison physician will give talks upon topics such as how sickness and disease occur, what conditions are essential to good health, the importance of proper health habits, how these are acquired, the factors which make for growth and weight, the reproductive functions, bodily needs during the adolescent period, control of sex impulses, and the avoidance of venereal diseases. Thus, through the three-fold procedure of the project method on general topics, the discussions of current topics of the day, and the teaching of

material which is closely related to the shop practices in which the inmates are engaged, bring about a practical program highly useful to the inmate in the preparation of his future career.

The Extent to Which the Organized Curriculum Has Already Been Carried into Effect

To what extent has the organization of the curriculum, as just outlined, been carried into effect?

Boys in the reorganized High School division have been divided into eight groups. Groups A, B, C and D attend classes in the morning and receive shop instruction in the afternoon. Groups E, F, G and H attend classes in the afternoon and receive shop instruction in the morning. A class program of three fifty-minute periods for morning and afternoon has been arranged. Teachers have been re-assigned to classes upon the basis of their preparation. Groups A and E are composed of boys with the highest intelligence ratings, whereas, B and F with the next highest, and so on. Reference to Exhibit B in the Appendix gives detailed arrangement of the groupings A to H, inclusive, as well as time allotments, topics, topic assignments, and the teacher in charge of the particular classes. The individualistic nature of the teaching method just outlined requires considerable teacher effort. A smaller teacher-pupil ratio than has hitherto prevailed in the Reformatory is required if the method is to be successful. It is proposed that one teacher will not have more than twenty-five men under instruction at one time. The present arrangements meet that requirement. The schedule, as just given, is for the highest group, known as the High School class and, at present, the Intermediate and Preparatory School classes with their curricula have not been arranged.

In line with, and supplementary to the work of the classes, as outlined, are special activities having considerable socialization value. The following three groups are already in operation:

1. *Debating Societies*, one for each group in the curriculum outlined. Preparation is now being made for inter-group debates.
2. *C. S. P. Club* for the consideration of the current social problems, especially as relates itself to analyzing situations, absorbing knowledge, and working out programs. Work has already started in preparation for a Current Events Bee to be given at the school or before the institution at large.
3. *The Vocabulary Club*. As a result of club activity, work in spelling, pronunciation, meaning of words, etc., is concentrated upon so that the members can develop to the point where they can participate in Spelling Bees.

A most important adjunct to the school curriculum is a properly organized Library. Unfortunately, the present Library facilities

at Elmira Reformatory are far from satisfactory. The books are old and are upon topics that cannot be used well for classroom purposes. Recently, however, a group of about one hundred up-to-date books on practical matters has been purchased for work in the shops and an additional three hundred volumes, carefully selected by the Director of the educational project for reference work in connection with the curriculum that has just been prepared. An entirely new set of text-books for classroom use has just been secured and these will form the backbone of the development of the project method of teaching. Hitherto, the Library, has been in charge of an inmate with some supervision on the part of the Chaplain or the Head Teacher. The Director of the project immediately recognized the necessity for having a civilian, well-trained, in charge of this important branch of education. Steps have been taken to secure a Librarian, and by the time that this report is published, the entire Library will be revised and under the supervision of a civilian.

3. TRAINING THE TEACHERS TOWARDS A NEW TECHNIQUE

The third and last general problem confronting the Director in the organization of the program of academic instruction was that of training the present teaching staff towards a new technique. The success of any method of teaching is largely dependent upon the abilities of the teachers using it. There should be something in the personal enthusiasm of a teacher that will fire the interest of the pupil, enlist his respect and loyalty, as well as secure close co-operation for the task immediately at hand. The smallness of the sum allocated for the educational project prevents the employment of any number of outside teachers to bolster up the present teaching staff. Furthermore, such a procedure would be uneconomical as there would not be the funds to carry on after the project has been discontinued. The problem then becomes the training of present personnel to handle the job on a permanent basis. Some of the teachers have been able to fall into line rapidly with the recently introduced ideas and methods, while others are having difficulty with them. In order to meet this need, a training class for Institutional Psychiatrists has been established. This class meets for one hour on four days of each week. It is under the direction of the Institutional Psychiatrist, Psychologist, and the Educational Director, with the assistance of educators connected with other institutions. Some measure of the success of the training class may be indicated by the fact that while less than that number were specifically requested to be present, there has been an average daily attendance of from forty to forty-five teachers, guards, and institutional officers. Numerous requests for permission to attend the class had to be refused in order that Institutional surveillance might not be weakened. The plan is to give between twenty-five and thirty hours of lectures calculated to instill into the minds of the staff a special insight into the educa-

tional problems involved in this project. Approximately half of these lectures will be given by the Director of the educational project, and the remaining portion will be divided among key members of the Institutional Staff.

THE PROGRAM FOR VOCATIONAL TRAINING

The situation, with respect to Vocational Training at Elmira Reformatory, prior to the introduction of this educational project, was briefly as follows: some twenty-four trades were organized along the lines of the unit plan of instruction and supervised by skilled civilian instructors. Each boy was taught a simple process, fundamental to the more complicated products as his skill progressed. In many instances, however, the final product, as the end result of a course in that particular shop, was something that was not particularly useful nor did it require skill of a particular type that would be demanded of that trade in community work on the outside. Furthermore, no attempt was made to link up the formal academic instruction of the class-room with the needs of the shop training. The shop instructors, while competent and skillful in the trades they are teaching, have very little training in teaching methods. Consequently, there was a great deal of useless formalism and wasted effort in trade teaching. Moreover, the shop teachers were charged with considerable responsibility in guard duty after teaching hours. In many instances, they had to leave their classes for the purpose of supervising Maintenance work about the institution. Consequently, close contact between the instructor and his student was an almost impossible matter in some of the shops. In several instances, the training taught was in outmoded vocations.

Progress Already Made in the New Vocational Training Program

As a result, the Director of the educational project set up three model shop classes, namely, the Machine Shop, the Sheet Metal Shop, and the Carpenter Shop, on a newly organized basis. The instructors in these three shops are now being coached individually in a new type of teaching procedure. A job analysis of each trade has been introduced into the shops and courses of study are being developed around these analyses. An effort is being made to free the instructors from some of their extra responsibility in order that they may give more time to teaching. A tie-up between related subject-matter in the academic school, that is to say, Mathematics, Spelling, Health, Science, Safety Measures, and the like, and the shop classes has been definitely established. When the re-organization is completed these three shops will serve as models for the re-organization of the other shops. At the present time, re-organization of the shops mentioned is well under way.

Attention has already been called to the employment of two special types of instructors in connection with this educational project, namely, the School Psychologist, to bring to the teacher special personality studies made by the Classification Clinic and the Librarian, whose efforts in re-organizing an antiquated Library and bringing it up-to-date for reference purposes, is vital to the scheme. We are now ready to consider a third type of special instructor, namely, the Draftsman. A competent Drafting Instructor has been employed who has a wide knowledge of practical drafting, of bridges and engineering projects of all kinds, as well as an excellent knowledge of the technique of teaching. A drawing room has been equipped and classes are now in progress. This teacher will also act as an Assistant to the Vocational Director, thereby relieving him of some of the detail work which has taken his attention from supervision of the shop courses. At present the boys in the mechanical trades are being given one-half day of drawing each week. Boys who have sufficient ability and inclination to become draftsmen will receive full-time training in the drawing class.

Another source of fruitful training in the vocations is at hand in such an institution as Elmira Reformatory. There is always a good deal of maintenance work to be done about the Institution, as well as a considerable amount of inmate construction, which is being carried on from time to time through special appropriations. At present the amount of this type of work has perhaps reached the peak, since the entire Institution is being re-built. It has been customary during the past to assign boys to maintenance work which they performed without sufficient guidance or instruction. The main idea seemed to be to get the work done. The individual in relation to the job was not considered. As the result, such maintenance work was un-instructed, often un-interesting, and frequently inefficient. Loss of valuable time also occurred by this method. The boys, for the most part, are not in the institution longer than a period of eighteen months, which is all too short to teach him thoroughly any given trade. Hence, time element is of considerable importance for intensive trade training while it is in progress. Furthermore, there are a number of duties, routinely performed about an institution such as Elmira Reformatory, that have not been considered as having trade or vocational possibilities. An example is the Officers' Dining Room. Boys are assigned as table waiters and perform their work inefficiently and without adequate direction. Under the new educational procedure, these boys would be trained to wait on tables so that they may obtain jobs as Waiters after they leave the Institution. There are many similar projects about the institution, such as Barbering, Kitchen Work and Janitor Service. Workers skilled in these occupations are in demand by employers on the outside and the boy of mediocre intelligence can meet this demand quite readily.

Placement of Boys in Shops and Classes

The following procedure for assigning boys to shop classes for Vocational Training has been developed and put into effect. During the first week of residence in the institution, the new inmates are conducted on a tour of the Vocational Shops so that they will get an idea of the full range of subjects offered. This is a part of a general tour of the entire institution. The boy is then requested to express his choices of trades, in order of preference. These choices are given considerable weight in the final placement of the boy industrially for it is hoped that the boy has given them earnest consideration. The boy is then tested in the Classification Clinic, as to special trade abilities. These psychological tests have been based, for the most part, upon practical army tests made during the war. Insofar as the Department of Correction is concerned, they have had their inception in connection with the Prison Industries at Sing Sing Prison. While this matter of selection of the inmate for Industrial employment is rather new in prison procedure, it has been carried out quite successfully for a number of years in many of the leading Industrial plants throughout the country. The third check upon the boy's placement for Vocational Training is made by the Vocational Director or his representative through a careful interview. This interview is not hurried and it endeavors to get at the ambitions of the boy as well as his inherent abilities. After the decision has been reached, through the three checks, afore-mentioned, the boy's placement is followed up for a period thereafter by the Supervisor in order to see that it has been accurately made. All of these procedures, with the exception of the interview with the Vocational Director, are entirely new processes at Elmira Reformatory and represent a part of the new Educational project. In so far as possible, boys are placed on "live" jobs and shop instruction is as closely associated as possible with the making of objects which will actually be used in connection with institutional maintenance. The experiment includes at some future date the establishment of a general shop under the direction of an expert teacher to which the boy would first be assigned for vocational try-out in a number of trade activities before his final trade was determined upon. It is not possible at present to develop this phase of the project on account of lack of funds. A handbook of information concerning the vocational opportunities at Elmira Reformatory is in process of compilation, and this book will be handed to an inmate as soon as he is received into the Institution so that he will have an opportunity to consider carefully the various trades at his disposal.

Vocational Counseling

Administratively, the shops have been under the direct supervision of a Vocational Director, who in turn was immediately responsible to the Superintendent and Assistant Superintendent of the Reformatory. This set-up does not permit a close link with

an educational program which embraces practically every activity within the Reformatory walls. Accordingly, a permanent Director of Education should be employed whose staff rank should be that of an Assistant Superintendent and should have under his direction both the academic instruction, vocational training, as well as recreation and allied phases of the Educational project, as a whole. Through such guidance a proper correlation of the various activities could be brought about which is not possible under the present staff of the institution. The Director of the educational project with which this report is concerned is only temporarily employed at the Institution, but he is serving in exactly the same capacity as that of Assistant Superintendent just mentioned. His ministrations in the various fields of educational work in the institution have already brought about remarkable changes, especially in the correlation of what has been hitherto considered quite divergent activities. For example, the Classification Clinic has a direct tie-up with the school through the efforts of the Director of Education. A similar tie-up is about to be arranged with the shops. Of still greater importance than the correlated function of such a Vocational Counsellor and Assistant Superintendent is his ability to throw the weight of his counsel into special cases where the choice of vocations or placement in school are to be determined. Some boys seem to have special problems that cannot be solved by the average instructor and a wise head, a true Counsellor, is needed in such cases. The Superintendent of the institution can perform such functions in ordinary cases but where special technical knowledge is required a Vocational Counsellor is advisable.

TOPICS OF GENERAL VALUE

Something has already been said in this report as to the character-training value of the project method of teaching. The desirability of awakening in the Reformatory inmate a sense of his responsibility towards the community was emphasized. There are at the disposal of the educator other means than the project method of securing the development of community consciousness on the part of the inmate. One of the best ways in which to do this is by securing the services of persons and organizations outside of the Institution itself. The presence of the Women's College in Elmira and of Cornell University about an hour's drive away, make it possible to use certain members of the faculty of these institutions for series of lectures on topics of general interest. Also, the cooperation of representatives of organized labor and manufacturers could be helpful in developing a new and stimulating basis whereby the trade training in the institution would have the benefit of the interest of experienced men competent to supplement any textbook or formal training. As far as possible, the academic lectures will follow the general trend of current topics and will tend to develop the interest of the entire inmate population in reading further on the subject and thereby developing a taste for

reference library work. Up to the present time, it has been impossible to develop this phase of the educational project because of the lack of funds. Obviously, worth-while lecturers cannot be obtained without some compensation. The interest in crime on the part of educators throughout the country is deep and widespread, but few care to serve without some remuneration. Bringing in outside people to assist in the Educational program of the Reformatory has the added value of presenting fresh personalities to the inmates, especially minds that are not prejudiced, so to speak, in institutional ways. A series of inspiring personalities brought into the Institution for varying lengths of time will act very much like throwing open the doors and letting a fresh breeze into an unventilated room.

A second source of value is the use of the motion and still pictures. The motion pictures, particularly, are to be selected with reference to general topics which deal with actual processes being carried on at the institution. For example, a class working in the Moulding Shop can be shown a moving picture indicating the mining of iron ore, its transportation to the smelters, the casting of ingots; further treatment for the various types of iron and steel, and finally the finished products ready for sale. In this way, the inmate will get a glimpse, in addition to his shop work, of the larger picture back of the story of iron. The inmate working in the Bake Shop will have the advantage of seeing moving pictures of the growing of wheat, its harvesting, methods of transportation to the mills, and finally the means by which it is distributed to the consumer. When he makes a loaf of bread in the Reformatory Bakery, he will then have a general background of the story of wheat. This idea can be carried out in practically every trade that is being taught at the Reformatory.

The principle involved in depicting the general background of any particular occupation is that of building up community consciousness on the part of the delinquent. These pictures are not considered to be the necessary background for learning a trade, for many skilled workmen exist in all types of trades who have never viewed a picture of this kind. The delinquent boy, however, has always considered himself above and apart from the community and he has lost his perspective as to his relationship to it. It is hoped that visual aids such as those just mentioned will be of some service in the readjustment of his viewpoints.

There are other moving pictures of general value to the entire inmate population. These refer to such matters as Civil Government, Travelogues, Geography, Botany, Zoology, etc. It does not seem advisable at the present stage of the project to attempt to develop interest in highly specialized topics, such as Chemistry and Physics, since these are comparatively new ideas in the field of the Motion Picture. Funds for securing these moving pictures are still lacking, but the project in the immediate future, it is

hoped, will be bolstered by this modern, up-to-date method of presenting these to the inmates.

Still pictures are particularly valuable in connection with the work of the academic classrooms. The stills are arranged in series so that their entire presentation permits the full development of the topic under consideration. This is not possible with a single showing of a moving picture because of the rapid sequence of events. As far as possible, these still pictures will be commented upon and thought over by the individuals in the classroom rather than be presented to them formally through the lectures by the teacher. In other words, here again, the individual inmate will be required to think for himself. This part of the program is being put into effect without any difficulty, since a wide range of very valuable stills is available by loan from the State Department of Education, free of charge, excepting transportation.

RECREATIONAL ACTIVITIES

Recreation has a decided place in any mature educational program. Unfortunately, lack of funds as well as lack of time, does not permit the development of an adequate recreational program in connection with the educational project at this time. Full effort is being thrown upon the development of the academic and vocational aspects of the educational program, but at no remote future date an adequate recreational scheme, which will supplement the other aspects of the educational project, will be developed.

SUMMARY AND RECOMMENDATIONS

1. Under the auspices of the Commission to Investigate Prison Administration and Construction, an experimental project in education has been set up at Elmira Reformatory in order that the educational processes at that institution will be brought up-to-date and placed on a permanent footing. It is hoped that the pattern derived therefrom will serve for the other institutions in the department as well.
2. The keynote of the educational process is that of *individual training rather than mass treatment*. Each inmate is considered to be a distinctive personality with needs peculiar to himself and capacities which should be carefully studied and developed to the utmost.
3. The academic and vocational sides of the educational program are being concentrated upon for the present, but at a future date recreational activities will be considered as well.
4. The academic course of instruction has been divided into three sections, namely, High School, Intermediate and Preparatory Schools. Of these three, the High School section is now in operation with a well worked-out curriculum, based largely upon the so-called project method of teaching.

5. The vocational portion of the educational project is being developed around three carefully selected shops, which have been set up as models. Courses in training not only for the instructors of these shops but the teachers and guard personnel concerned with the educational project have been in vogue for several months. These training classes serve to develop the present personnel of the institution so that they will be able to carry on after the project itself has been discontinued. Only a few specialized additional teachers have been secured and these are at present a School Psychologist for the preparation of personality studies for the teachers, a Librarian for a total reorganization of the present inadequate Library System, and a Draftsman for the training school.

6. Recommendation is made for a Vocational Counsellor to act as Assistant Superintendent with the full authority to correlate all the varying activities coming under the term "Educational." The present Director of Education is serving in this capacity on a temporary basis.

7. Topics of general interest are being developed largely through means of motion and still pictures so that the inmates can obtain a general knowledge of the particular activities relating to the shop work in which they are engaged or the project work they are carrying on in the class-room.

8. While this work is experimental in scope at present, it will become permanent and will be the forerunner of the vitalization of the educational procedures throughout the entire Department of Correction. It is hoped that the experiment will have a profound and far-reaching effect upon prison administration for many years to come.

PROBATION IN NEW YORK STATE*

SUMMARY AND RECOMMENDATIONS

The Commission's survey on the administration of probation in the State has disclosed a number of defects and undesirable conditions which should be remedied.

When in 1928 the office of Director of Probation was created within the Department of Correction with broad powers of investigation and authority to establish rules subject to approval by the Commissioner of Correction, the Director of Probation was not given and is without any authority today, to appoint or remove

* The complete report runs 66 pages, divided in chapters as follows: Chapter I. Probation Today; Chapter II. Probation in Counties Without Salaried Probation Service; Chapter III. The Division of Probation—The Beginning of State Supervision; Chapter IV. Judicial Interpretation and Use of Probation; Chapter V. Summary and Recommendations. There follows exhibits showing probation officers in cities and counties and total salaries, and a number of selected cases and their relation to the best use of probation.

a probation officer. He is allowed a staff of only four inspectors to cover the work being done in 62 counties of the State, or one examiner to 115 probation officers. This investigation has established the fact that at least four additional examiners are urgently needed to enable the Director of Probation to obtain the necessary information on which to base his recommendations.

The staff of the Division of Probation should be still further expanded by the addition of a full-time auditor for the accounts of the probation officers and to see that the uniform bookkeeping system approved by the Department is in use. Since the sum of over three million dollars is involved, this appointment would seem the most obvious necessity in place of relying, as at present, on the casual use of an examiner for special cases where laxity is suspected.

Standards for appointment to probation positions have been found to be far too low. The educational minimum of "the equivalent of a high school education" is actually meaningless, since it is impossible to define this equivalent. Because of this lack of adequate standards it has been found necessary to inaugurate the training of the existing personnel through a series of institutes which offer required reading, lectures and conferences. This training program has been found to result in marked improvement in the attitude of probation officers everywhere toward their work and has won the sympathetic cooperation of these officers generally throughout the State.

It has also been determined that unification of work in each county produces greatly improved results in all phases of probation work. Such unification is to be found in Erie County where one probation department covers the county court and the county children's court and the other department serves the city court of Buffalo.

RÉSUMÉ

It has been found that fourteen counties in the State have made no provision for paid probation work. Five more have probation officers serving only the children's courts. Volunteers of the most diverse types are used in these counties where no paid workers are available. There are 460 salaried officers in the remaining counties, of which 63 per cent are located and work in the courts of New York City. Conditions in the County Courts of Greater New York were found to be far better than in the Magistrates Courts, where the salaries are low and the number of cases very high.

An analysis of conditions in those nineteen counties where no salaried probation service in adult courts exists, discloses the fact that mistaken ideas of economy are responsible for this lack of paid probation officers in spite of recommendations in some instances from the local judge, district attorney, judges of special sessions and other officials. In the smaller counties it is often considered that the volume of criminal cases does not justify the

employment of a paid probation officer and that volunteer workers can be relied upon. It is pointed out that these volunteers must of necessity work without uniform standards of procedure, proper supervision, records or other necessary adjuncts to their duties.

"Probation without a probation officer is an anomaly" was said many years ago, but this anomaly continues in these nineteen counties in which county judges, district attorneys, sheriffs, commissioners of public welfare, business and professional men, clergymen, all busy people, are variously engaged in seeking to perform the volunteer work of supervision of convicted offenders in their home communities.

During the year ending July 1, 1932, probation officers collected from probationers for family support, fines and restitution, \$2,849,906.03. This is exclusive of the sums paid direct by probationers to beneficiaries under supervision, which sums aggregate from 40 to 50 per cent of the total collected by probation officers. This makes a total of over three and a half millions of dollars collected directly and indirectly through probation for the last fiscal year ending July 1, 1932.

Probation in New York State has long been an integral part of the penal system and has more than proved its worth in terms of financial values as well as human. While we have long recognized that it annually saved thousands of men, women and children from a dreary confinement within stone walls, giving them a chance to resume their places in society free of the taint of imprisonment, yet few, even among its proponents realized that probation has at the same time, saved millions of dollars annually to the overburdened taxpayer. The cost to the State of keeping a prisoner in jail has been found to average about \$450 a year. The cost of supervision of a probationer is about \$55 a year. With 28,390 people now on probation, of which 6,000 are children, the saving is obvious. An increase in the number of probation officers would make possible an increase in the number of probationers and a still greater reduction in the ever mounting costs of prison administration.

To improve the probation system as it functions in the State of New York and to bring about its ultimate standardization on a highly efficient basis we recommend:

1. That the State Division of Probation be given wider regulatory powers and that the Director of Probation be empowered to remove for cause any probation officer.
2. That the staff of probation examiners in the Division of Probation be increased by at least four—one of whom shall have training in accountancy in addition to a required social work background. Such an increase in field staff is imperative for the adequate administration of the first recommendation, as it would permit more frequent and thorough examination of probation departments and their finances and make possible the extension of institutes and training classes for

probation officers which are vital to the improvement of probation work.

3. Whenever the financial situation permits, that a State subsidy similar in purpose but not in scope, to that now granted for educational programs in local communities be made available to the individual probation departments which meet the required standards of probation work as established by the State Division of Probation. Such action would be concrete recognition by the State that probation is an integral part of its correctional system and not merely a local responsibility.

On the basis of 1932 appropriations for probation officers' salaries throughout the State, the ultimate annual cost of such a program to the State would be between \$750,000 and \$1,000,000 if the State were to pay 50 per cent of the total cost of probation officers' salaries. This sum is arrived at by assuming that standards of all probation departments would meet the requirements of the Division of Probation and that adequately paid full time officers would eventually replace the part time poorly paid probation officers now serving in some counties.

4. That all probation work in the State, exclusive of the city of New York, be organized on a county basis with one department in each county to serve all the courts of the county, and that in the city of New York all probation services for the adult courts be consolidated into one city-wide probation department to serve all the adult courts in the five boroughs.

5. That whenever and wherever possible the individual counties now having paid probation service assume responsibility for increased appropriations in the matter of adequately paid probation officers. With such an increase in money available for the employment of probation officers, more highly trained and highly qualified personnel might be brought into the field with increasingly higher standards of work and service.

Contrary to rather general belief, such appropriations must ultimately be regarded as economical when the full force of their absence becomes apparent in constantly increasing institutional costs and in unnecessary social and economic wastage. The estimated saving to the State would amount to many thousands of dollars annually.

6. That in those counties now without the services of salaried probation officers and where the volume of work in adult and children's courts warrants it, the pressing need for the creation of paid probation service be again urged on the local authorities.

7. That in those counties whose courts dispose of less than twenty-five felony indictments in a given year, and in which

there are now no salaried probation officers, provisions be made in the law governing parole and probation whereby it would be possible for State parole officers to make the necessary pre-sentence investigations and carry on supervision of those offenders placed on probation.

8. Sections 2188 and 1944 of the Penal Law should be amended so as to make it possible for the courts to suspend sentence or the execution thereof in cases of offenders committing or attempting to commit a felony while armed with a dangerous weapon so that probation can be used in instances of extenuating circumstances or exceptional cases, especially where the defendant is shown not to have had a previous criminal record.

9. That the recommendations for the revision of detailed phases of the New York State laws on probation, made after a study of these laws and the laws of other states by the Commission, be adopted.

PRISONERS, THEIR CRIMES AND SENTENCES*

INTRODUCTORY STATEMENT

The Commission in the course of its investigations has found that not only is the length, but the type of sentences imposed upon convicted offenders of paramount importance to the prison administrator if his program is to be flexible enough to meet the needs of prisoners where sentences range from one year to life imprisonment. The type of sentences vitally affects not alone the prison program of treatment, segregation and classification of prisoners, but the work of the Board of Parole, since the date of release depends in a great measure upon the type of sentence imposed.

In an effort to obtain factual data regarding crimes and sentences, it was decided to study the criminal records of all men received in the prisons and the Elmira Reformatory during the calendar year of 1931 and the sentences imposed upon these convicted offenders.

Lists of men received during this period were obtained showing that 3415 men were committed to state correctional institutions during 1931. The criminal records of these 3415 men were obtained from the Bureau of Identification of the State Department of Correction. Information was obtained from the Division of Probation and the Division of Identification and Statistics of the Department of Correction, regarding the number of felons placed on probation and the number committed to city and county institutions.

* The complete study consists of eighty-eight pages.

Through the use of questionnaires, information was obtained from these 3415 men committed to state correctional institutions regarding their education, industrial history and work records, and every fifth man received in the institutions during the year was selected for a personal interview.

This report, however, is based upon the official criminal records of these 3415 men.

The type and the inequalities of the sentences imposed, the unscientific and far fetched legal distinctions between so-called first and second offenders, the fact that convicted felons are sent to city and county as well as state institutions, and that legislation still makes mandatory the imposition of long sentences which result in few convictions for crimes like Robbery and Burglary in the first degree; in fact, the general chaotic conditions today existing regarding all sentences, is established in this study of prisoners, their crimes and sentences.

SUMMARY

I. Only a small percentage of the 3415 men received in the State prisons or the Elmira Reformatory were convicted of crimes in the first degree.

II. It is conservatively estimated that 70 per cent of all men received in State Penal institutions during the year of 1931 were not convicted after a jury trial, but accepted pleas of guilty, generally to lesser degrees of the crime for which they were indicted.

III. The five counties of Bronx, Kings, New York, Queens, and Richmond, constituting Greater New York, constituted 58.5 per cent of all the persons received by court order in the State prisons and the Elmira Reformatory.

IV. The remaining 41.5 per cent of the persons committed by court order to the State correctional institutions, were scattered among the other 57 counties in the State.

V. The crimes for which men were sentenced to the Elmira Reformatory or given indeterminate or definite sentences to State prison, did not differ.

VI. Twenty-seven hundred and three of the 3415 men received in the penal institutions of the State had previous criminal records. These 2703 men had been arrested 10,766 times or an average of four arrests per person.

VII. Of the 2703 individuals with previous criminal records, 1786 had been previously confined in institutions.

VIII. Individuals committed to State correctional institutions with known criminal records are from one to two years younger than those without criminal records. The median age of offenders

sent to the Elmira Reformatory without previous criminal records, was 20 years, and with previous criminal records, 19 years.

For indeterminate sentence prisoners (presumably "real first offenders") the median age for men without previous criminal records, was 27 years, and for those with criminal records, 25 years. The median age for all definite sentence prisoners (so-called "repeaters") was 28 years.

IX. Approximately one-third of all persons sentenced to State correctional institutions were committed to the Elmira Reformatory.

X. *54.6 per cent of these were convicted of robbery or attempted robbery of various degrees.

XI. 78.6 per cent of these had previous criminal records, and 42.4 per cent had been in other correctional institutions.

XII. It is therefore evident that there has been no success in reserving Elmira Reformatory for youthful, "real first offenders." Out of 395 "real first offenders," 25 years of age and under, committed to State institutions, only 213 were sent to the Elmira Reformatory, and 182 were committed to State prisons.

XIII. Only 712, or approximately 20 per cent of the 3415 men were actual first offenders with no known previous criminal records.

XIV. The "real first offender" is not only a person never before convicted of a crime punishable by imprisonment, but has never before been arrested.

XV. Among the older group of "real first offenders" are found the "accidental" criminals who have embezzled funds. Here too are offenders convicted of homicide and manslaughter, crimes caused by automobile accidents.

One-third of these "real first offenders" were between 16 and 21 years of age. Among this younger group is found the amateur "stick-up" man.

XVI. Of the 3415 men received in State penal institutions, 1514 or 44.3 per cent, were given indeterminate sentences.

XVII. Of these 1514 indeterminate sentence men 68.8 per cent had had previous contacts with the police and courts and 58.1 per cent of these 1042 with previous criminal records had been confined in institutions.

XVIII. Of the 2295 men sentenced to State prisons, 781 or 34 per cent were given definite sentences.

*A marked increase in the number of commitments to Elmira Reformatory for Burglary and Robbery was noted soon after the enactment of the increased penalties for these crimes, suggesting that the judges avoided the severity of the new penalties by resorting to the Elmira law.

XIX. The type of sentence, indeterminate or definite, imposed upon convicted offenders, is of major importance to the offenders and to the community, since the time and conditions of release depend upon the type of sentence imposed.

XX. One hundred and fifty-seven individuals were received in State penal institutions for robbery, first degree, but only 43 of this number were definite sentence men, so-called "repeaters."

Four hundred and thirty-one were received for robbery, second degree, but only 43 were definite sentence men.

Two hundred and twenty-eight were received for robbery, third degree, but only 33 were definite sentence men.

For attempted robbery, various degrees, 244 were received, but only 45 were definite sentence men. For burglary, first degree, four men were received and all were indeterminate sentence prisoners, presumably first offenders.

For burglary, second degree, 20 men were received, but only one was a definite sentence man.

For burglary, third degree, 406 individuals were received, but only 112 of this number were definite sentence men.

XXI. Felons convicted for the same crimes are committed to city, county and State institutions. Not only is there wide variance in the length of sentences, but there is no similarity in the programs of rehabilitation followed by State institutions and those followed by city and county institutions.

XXII. There appears to be no logical explanation to offer why one individual who is convicted of a felony becomes a State charge and another who is also convicted for a felony and sent to a city and county institution, becomes the responsibility of the local community.

XXIII. Select any of the crimes for which offenders are sentenced to State correctional institutions and it will be found that there is the widest variation in sentences imposed upon criminals convicted for the same crime.

RECOMMENDATIONS

1. The maximum sentence provided by law for the particular crime for which the offender has been convicted should be imposed by the sentencing judge. Power should be granted to the Board of Parole upon the recommendation of the Commissioner of Correction to consider the release of prisoners on parole after they have served one year of their sentence. But no person shall be released on parole until he shall have served at least one year in a State penal institution.

2. The State should assume full and complete responsibility for the care of all persons convicted of felonies, and the existing practice of sentencing these offenders to local institutions should be abolished.

3. Direct court commitments to the Reformatory at Elmira should be abolished. The age restrictions placed upon individuals committed to this institution is not a sound basis of selection. At the present time the same type of offender, in the same restricted age group of 16 to 25, are also being sentenced to prisons. The selection of offenders who are to profit by the reformatory programs is now merely a matter of chance. Section 2185 of the Penal Law relating to sentences to the Reformatory at Elmira should be repealed. The Commissioner of Correction with detailed knowledge regarding the mental and physical condition of the prisoner, gained through studies made by the Classification Units established at receiving institutions, is best able to judge the type of institution adapted for the reformation of the convicted offender. Section 2198 of the Penal Law should be amended to provide that all persons committed to a State correctional institution shall first be committed to a receiving institution designated by the Commissioner of Correction.

4. The Commissioner of Correction should have wide discretionary authority to transfer inmates from one correctional institution to another. Section 293 and 294 of the Correction Law should be amended to provide that when he is of the opinion that an inmate of a prison or the Elmira Reformatory, both in the interest of the prisoner and the welfare of the institution, should be transferred, he may cause the prisoner to be transferred to any other correctional institution.

5. Sections 2125 and 407 of the Penal Law should be amended so that all persons sentenced to State prisons prior to March 18, 1932, for the crimes of robbery or burglary, first degree, may be considered for release on parole, after they shall have served a sentence equivalent to the minimum provided by Chapter 275 of the Laws of 1932 which amends the mandatory law of 1926.

6. The policy already begun by the Department of Correction, at the suggestion of this Commission, of utilizing one or more of the institutions for individuals who seem likely subjects for rehabilitation, especially those who have had no previous contact with the police should be continued.

7. The distinction between the indeterminate and fixed or definite sentence should be abolished and all convicted felons, with the exception of those sentenced for murder, first or second degrees, should receive indeterminate sentences.

CONSTITUTION AND BY-LAWS

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

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

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

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

ARTICLE FIRST

The objects of the association shall be:

1. The amelioration of the condition of prisoners whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.
3. For 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, or whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.

ARTICLE THIRD

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

ARTICLE FOURTH

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

ARTICLE FIFTH

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

ARTICLE SIXTH

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

ARTICLE SEVENTH

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

ARTICLE EIGHTH

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

ARTICLE NINTH

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

ARTICLE TENTH

The executive committee shall have power to add to any of the standing committees of 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 an hour and place to be designated by the executive committee.

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

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

or, in interims between the annual meetings, by the executive committee.

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

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

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

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

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

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

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

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

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

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

IX. There shall be at least the following standing committees: executive; finance; law; detention; nominations; probation and parole; prison administration. Such committees in addition to

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

All donations received by the corresponding secretary shall be entered by him upon the proper books of the association and then deposited in such bank as directed by the treasurer to the credit of the association. Whenever the executive committee shall make an appropriation out of the general fund the corresponding secretary shall send to the treasurer a copy of the resolution making the appropriation, certified by the recording secretary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

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

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

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

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

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

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

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

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

THE PRISON ASSOCIATION OF NEW YORK

STATEMENT OF INCOME AND EXPENSES OF THE GENERAL FUND

YEAR ENDED DECEMBER 31, 1932

INCOME			
Donations			
Special purposes		\$7,376 50	
Unrestricted		15,268 50	
			\$22,645 00
Endowment Income			
Interest on mortgages		6,405 11	
Interest on bonds		6,767 15	
Interest on bank balances		63 40	
Dividends on stocks		1,309 35	
			14,545 01
TOTAL INCOME			\$37,190 01
EXPENSES			
General Administration			
Salaries and wages	\$11,631 33		
Traveling expenses	450 24		
Printing and stationery	478 15		
Postage	604 60		
Telephone and telegraph	308 88		
Annual report	178 57		
Legal and auditing	200 00		
Legislative service	120 00		
Periodicals, custodian, etc.	345 37		
House maintenance	1,894 85		
			16,211 99
Relief			
Prisoners and families	13,664 37		
Relief — administration	3,337 07		
Employment — administration ..	2,768 50		
Appeal — administration	4,151 62		
			23,921 56
TOTAL EXPENSES			40,133 55
EXCESS OF EXPENSES OVER INCOME			\$2,943 54

We have audited the books, accounts, minutes, and other records of the Prison Association of New York for the year ended December 31, 1932 and, in our opinion, the attached statement of income and expenses correctly states its operations for the year ended that date.

Respectfully submitted,

(Signed) WESSTER, BLANCHARD & TAYLOR,
Certified Public Accountants,
50 Broadway, New York City.

CONTRIBUTORS

LIFE PATRONS

By Contributions of \$500 or More at One Time

Auchincloss, Charles C.
Blumenthal, George.
Brewster, Robert S.
Bureau of Social Hygiene Inc.
Clark, F. Ambrose.
Draper, Ruth, Relief Benefit Fund.
Harkness, E. S.
Hoehschild, Harold K.
Holter, Mrs. E. O.
James, Arthur Curtis.
Lewisohn, The Misses Alice and Irene.
Lotta Fund for Aiding Discharged Convicts.

New York Foundation.
Patt, Herbert L.
Rocketteller, John D.
Rocketteller, John D., Jr.
Rocketteller, The Laura Spelman Memorial.
Sagan Holding Co.
Sage, Dean.
Tiffany, L. C.
Vail, Mrs. Lawrence.
Woerishoffer, Mrs. Anna.

HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

F. S.
C. S. S.
G. W. W.
K. V. R. and O. A. V. R. (In Memory of).
A Friend.
Anonymous.
Anson, Mrs. Ernauld.
Association of Grand Jurors, N. Y. County.
Auchincloss, Mrs. C. C.
Bachelors, The.
Bandler, Maurice E.
Baring, Charles.
Barksdale, Mrs. H. M.
Bell, Mrs. Gordon Knox.
Boettger, Henry W.
Bowen, Mrs. Harry S.
Brokaw, George T.
Brown, Alexander H.
Brownell, Miss Matilda A.
Bruce, Miss Sarah E.
Bulkeley, Mrs. Jonathan.
Burlingham, Mrs. Charles.
Carhartt, Mrs. Hamilton.
Cary, Miss Kate.
Chapman, Mrs. John J.
Chisholm, George E.
Chisolm, B. Ogden.
Cladlin, John.

Clark, Edward Severin.
Clark, Mrs. Stephen C.
Clarke, Miss Florence M.
Clarke, Mrs. Lewis L.
Clyde, Mrs. William P.
Coe, William E.
*Colgate, William.
Connor, W. E.
Coolidge, Mrs. Sherman.
Cooper, James Fenimore.
Cooper, Mrs. James Fenimore.
Cromwell, James W.
Curtis, Mrs. James F.
Cutting, Fulton.
Davis, Joseph E.
deBrabant, Mrs. Marius.
de Forest, Henry W.
Delano, Mrs. Warren.
Devoe, Miss Harriet E.
Dick, Mrs. W. K.
Dodge, Mrs. Cleveland H.
Iurand, Mrs. Frederic F.
Dwight, Winthrop E.
Elbert, Mrs. Robert G.
Ewing, William F. C.
Field, Mrs. E. Marshall.
Frost, Aron V.
Gabriel, Mrs. E. Vivian.
Gardner, Mrs. Robert Folger.
Gerry, Peter G.

* Deceased.

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Gould, Edwin.
Grace Church.
Hadden, Alexander M.
Halkett, Mrs. Sarah.
Hall, Mrs. Bolton.
Harris, John F.
Hawkes, Mrs. Morris.
Hayden, Charles.
Hearn, James A., & Son, Inc.
Herrick, Mrs. Robert F.
Hoehschild, Walter.
Hubbard, Miss Anna Weir.
Hulsavit, Frank T.
Hurd, Richard M.
Hyde, Mrs. Clarence M.
Jackson, Mrs. Charles H., Jr.
Jameson, E. C.
Jennings, Miss Annie B.
Jinks, The.
Johnson, Arthur G.
Johnson, Gilbert H.
Johnson, James W.
Kunhardt, W. B.
LaFarge, Mrs. Oliver H. P.
Langley, William C.
Lehman, Mrs. H. H.
Lewisohn, Adolph.
Lewisohn, Sam A.
Livingston, Johnston.
Lorillard, Pierre.
Low, William G.
McHarg, Henry K.
McKinney, Pries.
McLean, Mrs. James.
Markle, John.
Moore, Edward S.
Moore, Mrs. William H.
Morgan, John P.
Morris, Mrs. Lewis R.
Mutual Welfare League of Sing Sing Prison.
Nichols, W. H.
Olyphant, Robert M.
Osborn, William Church.
Osborn, Mrs. William Church.
Ostwalt, P. E.

Parkina, Mrs. George W.
Pond, Miss Florence L.
Porter, H. Hobart.
Porter, Mrs. H. Hobart.
Post, James H.
Potter, William C.
Pratt, George D.
Pratt, Mrs. John T.
Prentice, Herson S.
Rand, George C.
Reed, Latham G.
Reid, Fergus.
Remsen, Miss Elizabeth.
Rice, Mr. and Mrs. Alexander H.
Richardson, Mrs. C. Tiffany.
Rinckhoff, John P.
Rionda, Mrs. Manuel.
Riverside, The Church.
Sablin, Charles H.
St. Thomas Church.
Satterlee, Mrs. Herbert L.
Scoville, Miss Grace.
Selgman, J. & W. Co.
Sexton, Mrs. A. G.
Shepard, Mrs. Finley J.
Simpson, Miss Jean Walker.
Skeel, Mrs. Roswell, Jr.
Sloan, Samuel.
Sloane, Mr. and Mrs. George.
Smith, J. Hopkins.
Stillman, Miss Charlotte R.
Third Panel Sheriff's Jury.
Thomson, George M.
Townsend, Edward.
Train, Mrs. Arthur.
Trevor, Mrs. John B.
Untermeyer, Samuel.
Vanderlip, F. A.
Van Gerbig, Mrs. Barend.
Van Norden, Warner M.
Warburg, Felix M.
Weekes, Harold H.
Wickersham, George W.
Wood, William.
Woodin, William H.
Zabriskie, Mrs. George.

LIFE MEMBERS

By Contributions of \$50 at One Time

A. H. (In Memory of).
A. Z.
C. S.
F. H. A.
A Friend.
"From a Friend."
Acorn.
Agent.

Anonymous.
Adkins, Mrs. Leonard D.
Adler, Felix.
Agnew, Mrs. George B.
Alexander, William.
Anderson, J. Cameron.
Arnold, Edward W. C.
Baker, Mrs. Walter.

Baldwin, William M.
Barrows, Ira
Baumert, Frank J.
Bellak, C. Morton.
Benecke, Alex.
Benjamin, William E.
Bennett, Eugene B.
Biggs, Mrs. H. M.
Bliss, Cornelius N.
Bliss, Mrs. Robert W.
Borden, Albert G.
Borg, Simon.
Boynton, Herbert F.
Brown, Everett L.
Bryce, Peter Cooper.
Bulkeley, Edwin M.
Bulkeley, Mrs. Edwin M.
Campbell, Mrs. O. A.
Carey, S. W., Jr.
Cary, Mrs. Ellen G.
Chapin, Charles Merrill, Jr.
Chapin, Simon B.
Christ Church of New Brighton.
Cheney Brothers.
Childs, Mrs. Starling W.
Christian Herald.
Christie, Robert E.
Clarkson & Ford Co.
Cluett, Walter H.
Comey, John W.
Cooper, J. H.
Coster, Mrs. Charles Henry.
Coward, Mrs. Thomas R.
Cromwell, J. H. R.
Cross, John Walter.
Davis, Henry J. (In Memory of Mrs. Amy Eliz. Davis).
Davis, Thomas B.
De Lamar, Miss Alice A.
Delano, William Adams.
de Peyster, Miss Augusta M.
de Ruyter, Mrs. John L.
Dwight, Mrs. Edward F.
Eastman, Mr. and Mrs. Lucius R.
Eitington-Schild Co.
Ellis, William D.
Emmet, Mrs. C. Temple.
Emmet, Miss Lydia F.
Emmons, Mrs. Arthur B.
Evans, Hartman K.
Farrelly, Mrs. Gerald J.
Field, Mrs. William D. C.
Flagler, Mrs. Harry H.
Foster, James, Jr.
Fox, Mortimer J.
Friendly Fund, Inc.
Gabrilowitch, Mrs. Clara.
Gage, Mrs. B. W.
Gallatin, Albert.
Gallatin, Mrs. Albert.
Geddes, Donald G.
Goldman, Julius.

Guggenheim, Mrs. Simon.
Hammersley, L. G.
Hammond, Mrs. John Henry.
Helfetz, Jasch.
Hickox, Mrs. Charles V.
Hird, Miss Martha.
Hochschild, Miss Gertrude.
Hoe, Mrs. Richard M.
Hosmer, Mrs. Estelle de Peyster.
Huber, Joseph M.
Hunt, Mr. and Mrs. Thomas.
Hyde, Mrs. B. Talbot B.
Hyde, E. Francis.
Hyde, Frederick E.
Irvin, Richard.
Johnson, Mrs. Aymar.
Jones, Edward.
Jones, Mrs. Edward H.
Jones, James J.
Joost, Martin.
Joost, Mrs. Martin.
Jourdan, Edward R.
Katz, Mrs. Hannah E.
Kemble, George I.
Kerr, Mr. and Mrs. Robert C.
Kidder, Mrs. A. M.
Kies, Walter S.
Lamont, Miss Elizabeth K.
Landauer, James D.
Landon, Francis G.
Lathers, Miss Julia.
Leffingwell, R. C.
Leon, Maurice.
Lester, Miss M. Elizabeth.
Low, Miss Lois Curtis.
Magee, Mrs. John.
Maurice, Miss Marian B.
McClellan, Mrs. George B.
Metcalf Brothers & Co.
Metcalf, Mrs. Manton B., Jr.
Moore, Benjamin.
Moore, Henry Booth.
Moore, Mrs. Paul.
Moore & Schley.
Morgan, Miss Caroline L.
Morris, Mrs. Lewis R.
O'Brien, Morgaa J.
Parish, Henry.
Parks, Leighton.
Peabody, George Foster.
Pearl, Mrs. Frederick W.
Peckham, Mrs. Wheeler H.
Perkins, Mrs. Frederick G.
Perry, Mrs. H. G.
Peters, Mrs. Theodore.
Phipps, Mrs. John S.
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Folk, Mrs. William M.
Poppe, Mrs. Charles F.
Potter, Howard.
Powell, Wilson M.
Pratt, Mrs. Charles M.

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Putnam, Mrs. B. V.
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Richard, Miss Elvina.
Riegger, Arnold F.
Robbins, Mrs. Francis LeB., Jr.
Roessler, Mrs. Franz.
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Scott, Walter.
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Shepard, Finley J.
Sicher, Dudley F.
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Stebbins, E. Vail.
Steele, Charles.

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Stokes, J. G. Phelps.
Stone, Miss Ellen J.
Stone, Samuel H.
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Straus, S. W. & Co.
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Thompson, Mrs. Joseph T.
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Tucker, Allen.
Tucker, Samuel A.
Tuckerman, Mr. and Mrs. Paul.
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Williams, Harrison.
Wilson, Mrs. Orme.
Yeatman, Pope.
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CONTRIBUTORS' LIST

For Fiscal Year January 1, 1932 to December 31, 1932
Designation of Funds

Contributions preceded by name only are for the General Fund, for general purposes. Other contributions are designated as follows: G. R., General Relief (used only for relief); S. R., Special Relief (donations for specially designated instances of need); A. S., Assistant Secretaries' Fund (for salaries and incidental expenses); E. B., Employment Bureau; S., Special Purpose; C. T., Christmas Toys.

A.		Auchincloss, Mrs. Edgar S.	20 00
Aaron, Mrs. David	5 00	Auchincloss, Gordon	15 00
Abbe, Miss Harriet G.	10 00	Auchincloss, Mrs. Hugh D.	10 00
Aborn, Mrs. J. A.	2 00	Auchincloss, Mrs. Reginald	15 00
Ackerman, Marion S.	G. R.	Lo G.	5 00
Adams, Mrs. C. Thayer	7 00	Aovrigg, Miss Kate	10 00
Adams, Mrs. Hall	1 00	B.	
Adee, George Townsend	15 00	Babbitt, Mrs. Kyrul R.	4 00
Adler, Ernest	2 00	Babecek, Miss Maria	S. R.
Adler, Mrs. Morton L.	5 00	Bacon, Daniel	15 00
Adrianes, Harris Ely	1 00	Bacon, Mrs. Francis McNeil	3 00
Agar, Mrs. John Giraud	G. R.	Baerwald, Mrs. Paul	10 00
Agnew, Mrs. George B.	50 00	Baird, David G.	G. R.
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Alderson, Miss Lillian C.	5 00	Baker, Mrs. Walter	C. T.
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Aldrich, Mrs. Richard	S.	Baldwin, Miss Theodora	25 00
Aldrich, Mrs. Winthrop Wil-	10 00	Baldwin, Miss Marie B. H.	5 00
ham	10 00	Baltazzi, Mrs. S. A.	5 00
Alexander, Miss Mabel W.	5 00	Bancker, Mrs. E. H.	5 00
Alexander, William	30 00	Baring, Charles	S.
Allen, Frederic W.	10 00	Barksdale, Mrs. Hamilton M.	25 00
Allen, George Marshall	5 00	Barnes, Courtlandt D.	10 00
Allen, Mrs. William Seward	G. R.	Barnes, Mrs. E. W.	5 00
Allison, Mrs. Ethel T.	5 00	Barnvill, John J.	1 00
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Altschul, Miss Clara	5 00	Bartol, Mrs. Henry G.	15 00
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ing	10 00	Baruch, Emanuel de Marnay	G. R.
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Arthur, Miss L. Louise	5 00	Baxter, Mrs. W. J.	3 00
Ash, Charles F.	5 00	Beckhard, Martin	5 00
Aspinwall, J. Lawrence	5 00	Bedford, Mrs. Alfred C.	25 00
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Auchincloss, Charles C.	100 00	Beebe, Mrs. William H. H.	G. R.
Auchincloss, Mrs. Charles C.	25 00		

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CONTRIBUTORS' LIST

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Blanke, Miss Alice M.	2 00	Blanke, Miss Alice M.	2 00
Blanke, Miss Katharine M.	2 00	Blanc, Mrs. Frederic M.	5 00
Blay, Henri Jacques	2 00	Bloch, Adolph	10 00
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Bloch, Charles E.	5 00	Bloch, Mrs. Arthur	G. R.
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Buen, Mrs. Morris J.	5 00	Blumenthal, George	250 00
Blumenthal, George	250 00	Blumenthal, Mrs. Sol	3 00
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Boardman, Henry F.	10 00	Bodman, Mrs. George M.	10 00
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Bolling, Mrs. Ethel	G. R.	Bowie, Mrs. W. Russell	10 00
Bowie, Mrs. W. Russell	10 00	Boyer, A. L.	5 00
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Boynton, Herbert F.	10 00	Brewster, Robert S.	100 00
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Brooks, Mrs. Frederick	S.	Brooks, Mrs. Walter H.	1 00
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Bunnell, Mrs. Walter L.	10 00	Burchard, Miss Anna T.	2 00
Burchard, Miss Anna T.	2 00	Bureau of Social Hygiene,	Inc.
Bureau of Social Hygiene,	Inc.	Bureau of Social Hygiene,	500 00
Bureau of Social Hygiene,	500 00	Bureau of Social Hygiene,	S. R.
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Burr, Mrs. Louis H.	5 00	Burt, Miss Alice R.	C. T.
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Colt, Mrs. Richard C.	10 00	de Long, Mrs. Emma	5 00
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Dodson, Mrs. Robert B.	10 00	Fairfax, Mrs. Lindsay	5 00	
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Douglas, J. Gordon	10 00	Field, Mrs. William B.	5 00	
Douglas, Mrs. John Sheafe	G.R. 5 00	Field, Mrs. William D. C.	20 00	
Douglas, Mrs. William P.	25 00	Fincke, Mrs. B. C.	5 00	
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Duncan, Mrs. Harry T.	5 00	Floyd-Jones, Mrs. G. Stan-	ton	15 00
Durand, Mrs. Frederic F.	100 00	Floyd-Jones, Mrs. G. Stan-	ton	15 00
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Egbert, James C.	5 00	Gantz, Aaron	G.R. 5 00	
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Pratt, Herbert L.	500 00	Robbins, Mrs. Julian W.	5 00
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Prospect Helpers, Inc.	50 00	Robinson, Mrs. Franklin W.	5 00
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Scott, Miss Mary Evelyn	30 00	Stilman, Miss Charlotte R.	50 00
Scoville, Miss Grace	20 00	Stinson, Henry A.	10 00
Seasongood, A. J.	3 00	Stimson, Henry L.	25 00
Seelig, G. A. F.	2 00	Stokes, Harold Phelps	25 00
Seeman, Joseph	10 00	Stone, Herbert F.	15 00
Selbert, Jacob	5 00	Stone, Julius P.	5 00
Selgman, Mrs. George W.	3 00	Stone, Mrs. Maurice L.	S. 5 00
Shaw, Mrs. Jennie C.	2 00	Stone, Samuel H.	50 00
Shaw, Mrs. Samuel T.	2 00	Stone, Wilbur M.	10 00
Sheldon, Miss Health	10 00	Stout, Mrs. Lewis A.	10 00
Shepard, Finley J.	25 00	Stout, Mrs. Lewis A.	5 00
Sherrill, Miss Helen L.	2 00	Strasburger, Mr. and Mrs. Irwin	30 00
Shriver, Alfred	5 00	Stratton, Albert Elbridge	5 00
Sibley, Mrs. Hiram W.	20 00	Straus, Herbert N.	25 00
Sidman, Edgar N.	5 00	Strauss, Joseph	2 00
Siegel, Mrs. Jacob	G.R. 2 00	Strauss, Nathan	2 00
Simonds, Samuel S.	G.R. 5 00	Stricker, Mrs. Hans C.	1 00
Simons, Isaac	2 00	Strong, Mrs. J. R.	50 00
Simpson, Miss Jean Walker	125 00	Strong, John R.	10 00
Sinclair, Mrs. Donald B.	10 00	Strong, Miss Marion R.	1 00
Slade, Miss Augusta P.	5 00	Stuart, Mrs. Malcolm	5 00
Slade, Francis Louis	5 00	Studdford, Mrs. William E.	5 00
Slade, George P.	25 00	Sturges, W. W.	10 00
Sloan, Samuel	10 00	Stuyvesant, A. Van Horne, Jr.	25 00
Sloan, Mrs. William S.	5 00	Stuyvesant, Miss Anne W.	25 00
Sloane, Mrs. William	30 00	Styles, Mrs. Frederick E.	5 00
Smith, Miss Elisabeth More- house	1 00	Sullivan, Mrs. James	1 00
Smith, Mrs. Fitch W.	10 00	Sullivan, William Mathews	15 00
Smith, George J.	10 00	Swaberg, Mrs. A. G.	5 00
Smith, Roy C.	5 00	Hays	25 00
Smithers, Christopher D.	10 00	Suter, John W., Jr.	3 00
Solomon, L. Inc.	G. R. 1 00	Sutton, J. Wilson	1 00
Solomon, Mrs. Stella	3 00	Swaberg, Mrs. A. G.	5 00
Spahr, Mrs. Charles B.	10 00	Swan, Mrs. Lyndon M.	6 00
Spalding, Mrs. George A.	7 00	Swatland, Donald C.	25 00
Sparks, Miss Eleanor G.R.	3 00	Sweet, Mrs. Paul F.	5 00
Sprauling, S. S.	25 00	Sweet, Mrs. Paul F.	S. 5 00
Spreit, Mrs. Lou Deane	3 00		
Speranza, Mrs. Gina	25 00		T
Speyer & Company	10 00	Taggart, Miss Mary Lee	G.R. 15 00
Sprague, Seth	10 00	Tait, Mrs. Trevor S.	1 00
Squibb, E. R. & Sons	G.R. 25 00	Tanzer, Mrs. Laurance A.	S. 3 00
Stabler, Edward L.	2 00	Teal, William Ambrose	10 00
Standish, Mrs. Myles	10 00	Taylor, Walter G.	5 00
Staub, Walter A.	10 00	Teets, Herbert M.	S. 5 00
Stearns, Guy Beckley	5 00	Tekulsky, Louis	G.R. 3 00
Steele, Charles	10 00	Thacher, Mrs. Thomas D.	15 00
Stem, Mrs. Emil	5 00	Thaw, J. C.	30 00
Stein, Mrs. Gerda	5 00	Thiele, E.	10 00
Stephens, Thomas C.	25 00	Third Panel Sheriff's Jury	100 00
Stern, Benjamin	10 00	Thomas, Mrs. Allen M.	5 00
Stetson, Miss Ethel	2 00	Thompson, Miss Gertrude S.	40 00
Steuer, Mrs. Max D.	5 00	Thomen, Mrs. O. J.	5 00
Stevens, Miss Mary Oida	5 00	Thompson, Mrs. Lewis S.	G.R. 5 00
Stevens, Mrs. Richard T.	5 00		
Stevens, Mrs. Robert S.	5 00		
Stewart, Mrs. Albert A.	5 00		

Thomson, John W.....	10 00	Varnum, Mrs. James M.....	50 00
Thorburn, Miss Clara M.....	15 00	Vaules, George T.....G.R.	1 50
Thorburn-Artz, Mrs. L. N.....	5 00	Van Flanck, Mrs. William G.....	20 00
Thorne, Edwin A.....	10 00	Villard, Oswald Garrison.....	10 00
Thorne, Samuel.....	2 00	Voelker, Mrs. Louis A. G.T.....	2 00
Thorne, Mrs. Samuel.....	5 00	Von Lilienthal, Albert W.....	5 00
Tidd, George N.....	15 00	Vorhaus, Louis J.....	10 00
Tiffany, Charles L.....	10 00	Vorster, A. H.....	2 00
Tilford, Mrs. Henry M.....S.	2 00		
Tilney, Mrs. Israel Sheldon.....		W.	
	G.R.		
Timpson, Mrs. James.....	10 00	Waide, Mrs. Alfred B.....	25 00
Timpson, Miss Margaret C.....	25 00	Wadsworth, Mrs. Augustus.....	
Titus, Miss Mary V.....	5 00	Baldwin.....	10 00
Tod, Mrs. J. Kennedy.....	5 00	Wadsworth, Mrs. Dudley.....	25 00
Tompkins, Mrs. William W.....	40 00	Wagner, Mrs. Marie.....G.R.	2 00
Towl, Mrs. Forrest M.....	2 00	Walker, Mrs. G. Herbert.....	10 00
Townsend, Arthur O.....	5 00	Walker, Miss Miriam Dwight.....	25 00
Townsend, Edward.....	100 00	Ward, Miss Caroline C.....	11 00
Train, Mrs. Arthur C.....	25 00	Ward, Henry Galbraith.....	20 00
Treat, Mrs. Edwin B.....S.	5 00	Wardwell, Allen.....	10 00
Treyvoux, Mrs. C. L.....S.	1 00	Washburn, Miss Jane C.....	10 00
Trimble, Mrs. Richard.....	5 00	Watson, Mrs. J. Henry.....	10 00
Tropp, Leopold.....	5 00	Webb, Miss Eva Thayer.....	2 00
Trowbridge, Mrs. Jennie N.....	5 00	Weinberg, Mrs. Charles.....	5 00
Turnbull, Miss Ethel.....	15 00	Welling, Miss Katharine G.....	2 00
Turner, Mrs. Henry Chand- ler.....	5 00	Wells, Gabriel.....S.	10 00
Turner, Miss Mary.....	1 00	Wells, Mrs. Henry C.....	2 00
Tuttle, Mrs. Fredericka S.....	25 00	Wenner, G. U.....	1 00
Twitchell, Mrs. Burton P.....	25 00	Werner, Miss Miriam.....G.R.	2 00
Tyler, Mrs. Walter L.....	5 00	Weston, Miss Aileen.....	2 50
		Weston, Mrs. Theodore.....	5 00
Underhill, Miss Caroline.....	2 00	Wheeler, Miss Laura.....	10 00
Underhill, Miss Mary.....	3 00	White, Mr. and Mrs. Alexan- der M. Jr.....S.	2 00
Union Towel Supply Com- pany.....	10 00	White, Miss Caroline.....	10 00
United Piece Dye Works.....	25 00	White, Mrs. E. B.....S.	1 00
United Retail Grocers' Assn.....	10 00	White, Mrs. Harry.....	5 00
		White, Miss May W.....	50 00
V.		White, Miss Virginia May.....	5 00
Vaillant, Miss Abby A.....	10 00	Whitehouse, Mrs. Sheldon.....	25 00
van Beuren, Mrs. Michael M.....	20 00	Whiting, Miss Edith R.....	2 00
van Brunt, Jeremiah R.....	20 00	Whitney, Mrs. Casper.....	70 00
Vanderbit, John L. H.....	5 00	Whitney, George.....	25 00
Vanderpoel, Mrs. John A.....	5 00	Whitney, Richard.....	10 00
Van De Water, William G.....	5 00	Whitridge, Arnold.....	5 00
Van Gerbig, Mrs. Earend.....	100 00	Wicke, Miss Louise.....	5 00
Van Ostveen, Mrs. M.....	1 50	Wiggin, Thomas H.....	5 00
Van Raalte, Mrs. Arthur.....	5 00	Wilkie, John L.....	10 00
Van Rensselaer, Mrs. Wil- ham B.....	5 00	Wilkinson, George B.....	15 00
Van Santvoord, Seymour.....	10 00	Wilkinson, Miss Marion.....	2 00
Van Sinderen, Mrs. Adrian.....	10 00	Williams, Harrison.....	50 00
van Valkenburg, Mrs. Carl- ton.....	2 00	Williams, Miss Theodora M.....	10 00
van Vechten, Mrs. Schuy- ler.....	2 00	Williams, Miss Theodora S.....	10 00
Van Wagner, A. E.....G.R.	2 00	Williams, Mrs. Timothy S.....	20 00
Van Winkle, Miss Elizabeth M.....S.	5 00	Williamson, Clifton P.....	10 00
Van Winkle, Miss Mary Starr.....	2 00	Williamson, Miss Mary B.....	5 00
		Wills, Charles S.....	10 00
		Wills, Mrs. Charles T.....	10 00
		Winmarth, Miss Mabel L.....	2 00
		Wilson, Charles T.....	20 00
		Wilson, H. S.....	7 00

Wilson, Orme.....	10 00	Wood, Arthur E.....	1 00
Wilson, Miss Zada J.....G.R.	5 00	Wood, Miss Frances E.....	2 00
Wiltshire, Mr. and Mrs. Thomas P.....S.	2 00	Woodman, Raymond H.....	5 00
Winkhaus, Mrs. Augusta C.....	5 00	Woods, William.....	2 50
Wirth, Mrs. Harriet B.....	2 00	Woolley, Mrs. Park Mason.....	10 00
Witherbee, Mrs. Frank S.....	5 00	Wrenn, George L.....	10 00
Withers, Mrs. Creighton.....	10 00	Wright, Miss Constance.....	10 00
Wittippen, Mrs. H. Otto.....	10 00		
Wolfers, Miss Augusta.....	5 00	Y.	
Wolf, Mrs. Charles R.....	2 00	Young, Mrs. A. Murray.....	10 00
Wolf, Hermann H.....	10 00	Young, Miss Katharine V.....	50 00
Wolf, Mrs. Julius R.....	5 00		
Wolf, Mervyn.....	2 50	Z.	
Wollman, Henry.....	1 00	Zabriskie, Mrs. Cornelius.....	90 00
Wollman, Henry.....G.T.	1 00	Zabriskie, Miss Ethel.....	25 00
Women's Alliance of the Community Church.....	5 00	Zabriskie, Mrs. George.....	10 00
Women's Alliance West Side Unitarian Church.....	10 00	Zene, Norman L.....	5 00
		Zilver, Louis.....	5 00
		Zimmermann, A. G.....	5 00