

STATE OF NEW YORK

THE EIGHTY-SEVENTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1931



ALBANY
J. B. LYON COMPANY, PRINTERS
1932

STATE OF NEW YORK

THE EIGHTY-SEVENTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1931



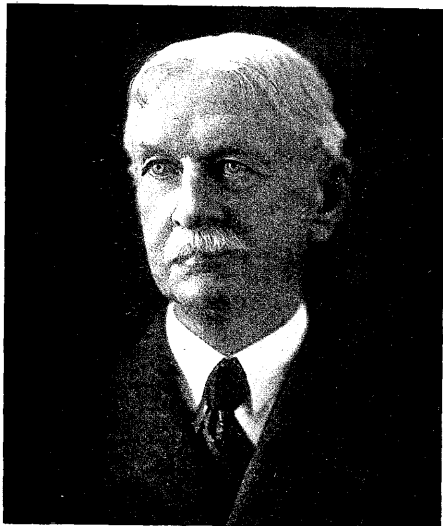
ALBANY
J. B. LYON COMPANY, PRINTERS
1932

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-seventh 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.



DECATUR M. SAWYER

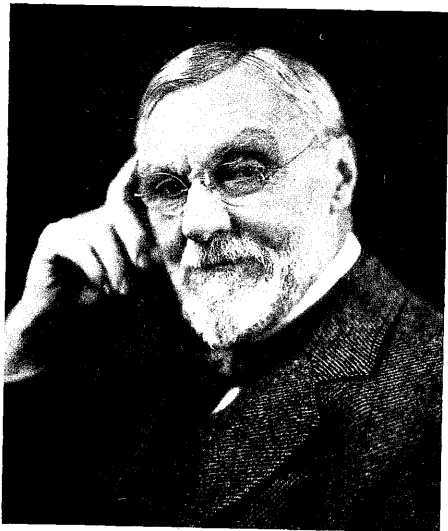
In Memoriam
DECATUR M. SAWYER

January 7th, 1931

For twenty-six years Decatur M. Sawyer was a member of the Executive Committee of the Prison Association of New York, and for eighteen years its recording secretary. During those many years he was outstandingly active in the administrative affairs of the Association and for the fulfillment of its aims.

His departure from this life in his eighty-second year deprives the Association of the benefit of his many rich and enviable qualities of character and heart, and an unsurpassable devotion and loyalty to its cause.

Mr. Sawyer was a humanitarian—a man with a unique and deep sense of understanding and feeling for his fellowmen. He wisely sympathized with and guided them in their hours of distress and weakness. He made them comfortable in his presence, and his desire to be a friend was easily discernible. He gave praise or censure with marked fairness and courage. He stood out refreshingly and inspiringly in the beauty of his personality, the strength of his character, and the soundness of his philosophy, as an untiring champion of good, with patience and tolerance for the weaknesses of others. Respected and loved by all who were fortunate in knowing him, his passing is an irreparable loss to the Association, but his colleagues can take comfort in the fact that he was allowed to give in this life so many years of exceptional service.



ROBERT W. DE FOREST

In Memoriam
ROBERT W. de FOREST

May 6th, 1931

The Executive Committee of The Prison Association of New York, records its profound sorrow at the death of Robert W. de Forest, in his eighty-fourth year. He was a vice-president of the Association since 1901.

Mr. de Forest was widely known for his vision and service in the development of social work, and for his philanthropy and as a patron of art.

His financial support, and advice and guidance, gave ample proof of his belief in the Association's work and his desire to help. In one of his last communications he wrote: "I read with interest your letter. It shows painstaking research and wise conclusion. It increases my admiration for the conduct of the Prison Association."

His passing is a serious loss, and it has been fittingly said, "No one has had as strong and wide and wise an influence in the field of social work."



MORTIMER L. SCHIFF

In Memoriam
MORTIMER L. SCHIFF

June 4th, 1931

The Prison Association of New York records its profound sorrow at the passing of Mortimer L. Schiff, a member of its executive committee.

Following in the footsteps of an illustrious father, he gave generously of his time and means in support of social welfare activities. It was clearly his desire to do all within his power to make for wholesome community life in our city and nation. He was cautious, loyal, straightforward, and generous in kindness and helpfulness. He was possessed of a winning personality, unusual alertness, force and keen sagacity. His enthusiasm and wise guidance could always be relied on once he was convinced of the worth of a work.

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.

TABLE OF CONTENTS

	PAGE
Preface	3
In Memoriam: Decatur M. Sawyer	5
In Memoriam: Robert W. de Forest	7
In Memoriam: Mortimer L. Schiff	9
Origin and Purposes of the Association	10
Officers for 1931	13
Standing Committees for 1931	14
Letter of Transmittal	17
Progress and Recommendations	19
Specific Recommendations:	
Personnel	22-23
Guard Schools	23
Classification of Prisoners	27
New Institutions	29
Additional Institutions in 1933	31
Parole Board Jurisdiction and the Indeterminate Sentence	40
Increased Compensation	41
Modification of Fourth Offender Act	41
Punishment for First Degree Burglary and Robbery	42
New Institution for Offenders 16 to 19 Years of Age	42
A Commission or Judicial Council	43
Special Architectural Service	43
Compensation to Prisoners for Injuries	43
Special Treatment for Tramps and Vagrants	44
Lunacy Commissions	44
The County Jail System	44
Control of Bronx and Richmond County Jails	45
Investigation of So-called "Third Degree" Methods	45
Visit of English Prison Commissioner	46
United States Way With Crime	47
A Contrast With England	48
Riker's Island Penitentiary	55
Women's Court and Detention House in Brooklyn	56
Activities of the "Vice Ring"	56
Centralization of Magistrates' Courts	58
United States Census Reports	58
Civil Service Examinations	59
National Conference of Social Work	60
Article in Annals	60
Reviews and Criticisms	60
Parole	60
Prison Sunday	61
American Prison Association	62
House of Detention for Women	62

	PAGE
The Third Degree.....	63
Psychiatric Clinic.....	65
Advice and Counsel.....	66
Relief Activities.....	66
Relief for Prisoners' Families.....	67
Relief Bureau Statistics.....	67
Employment and Relief Bureau.....	68
Employment and Relief Bureau Statistics.....	70
Aiding Tombs Prisoners.....	70
Requests for Legal Assistance.....	71
Legislative Activities.....	72
Society's Responsibility for Crime.....	79
The Employment of Prisoners.....	97
Summary of Action in States Relating to Prison Labor.....	98
Proposal for Industrial Farm Colony for Vagrant and Maladjusted Homeless Men.....	102
Legislation Relating to Tramp and Vagrant Colony.....	106
Constitution and By-Laws.....	110
Auditor's Statement.....	117
Contributors.....	118

THE PRISON ASSOCIATION OF NEW YORK

OFFICERS FOR 1931

President	Secretary	Treasurer
E. O. HOLTER	DECATUR M. SAWYER*	C. C. AUCHINCLOSS

Corresponding and General Secretary

E. R. CASS

Vice-Presidents

ROBERT W. DE FOREST†	MORGAN J. O'BRIEN
GEORGE W. KIRCHWEY	GEORGE W. WICKERSHAM

Executive Committee

GEORGE W. WICKERSHAM, *Honorary Chairman*

Class of 1932

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

Class of 1934

MRS. JAMES F. CURTIS
 RICHARD M. HURD
 FRANK D. PAVEY
 HAROLD K. HOCHSCHILD
 MORTIMER L. SCHIFF‡

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

* Died January 7th, 1931.

† Died May 6th, 1931.

‡ Died June 4th, 1931.

STANDING COMMITTEES FOR 1931

COMMITTEE ON LAW

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

COMMITTEE ON FINANCE

AUGHINCLOSS, SABIN, SAGE, SCHIFF, PRATT

COMMITTEE ON DETENTIONS

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

COMMITTEE ON NOMINATIONS

HURD, SAGE, SAWYER

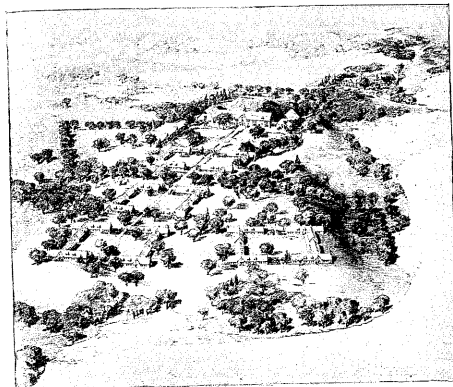
COMMITTEE ON PROBATION AND PAROLE

POWELL, MRS. PORTER, HURD, SABIN, CUTTING

COMMITTEE ON PRISON ADMINISTRATION

MOORE, PAVEY, SAGE, SCHIFF, DAVIS, HOCHSCHILD

[14]



TRAINING SCHOOL FOR BOYS, WARWICK, NEW YORK

[15]

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

February 1, 1932.

HON. HERBERT H. LEHMAN,

Lieutenant-Governor of New York:

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

CHAPTER I

PROGRESS AND RECOMMENDATIONS

The unceasing aims and efforts of the Prison Association of New York for the improvement of the correctional system of the State have been, since 1930, so closely interwoven with those of the Commission to Investigate Prison Administration and Construction,¹ created by Chapter 825 of the Laws of 1930, and continued by further legislation, that the Association finds it difficult to make this annual report to the Legislature without repetition of some of the content of the 1931 reports of the Commission. As has been indicated in our previous report, the general secretary of the Association is a member of the Commission and has joined wholeheartedly with its Chairman, Mr. Sam A. Lewisohn, and the other members, giving liberally of his time, service and experience to the work of the Commission. The Prison Association played a very prominent part at the time of the legislative investigation of the prison situation in 1930,² which resulted in part in the establishment of the Commission, and at that time led in urging that the State establish a policy and program with respect to the administration of its correctional system. Naturally, the Association has been anxious for the maximum of accomplishment through the Commission. A statement of progress for the year 1931, prepared by the Commission, is set forth below to indicate the Association's accord with the views of the Commission, to record its gratification at the unparalleled progress that has been made, and to further bring to the notice of the Legislature certain recommendations.

Your Commission is happy to report that distinct progress has been made during 1931 towards the goal set in the report submitted to the Governor and Legislature in February, 1931, and recommending as a policy and plan for the prison system of the State of New York:

"That the State of New York should develop a prison system which will protect society from the criminal and his evil deeds by endeavoring to re-educate and retrain the men and women in prison so that these men and women may be fitted upon release to become useful members of the community.

¹ Members of the Commission: Mr. Sam A. Lewisohn, Chairman; Miss Julia K. Jaffray, Secretary, also Secretary of the National Committee on Prisons and Prison Labor; Senator Thomas C. Brown; Mr. E. R. Cass, General Secretary of the Prison Association of New York; Assemblyman Milan E. Goodrich, Chairman of the Committee on Penal Institutions of the Assembly; Dr. Hastings H. Hart, Consultant in Delinquency and Penology, Russell Sage Foundation; Assemblyman James E. Robinson; Senator Fred J. Slater; Dr. Walter N. Thayer, Jr., head of the New York State Department of Correction. Ex-officio members: Senator George R. Fearon; Senator John J. Dunnigan; Assemblyman Russell F. Dunmore; Assemblyman Irwin Steingut.

² Annual Report, Prison Association of New York, 1930, page 20.

This is imperative because 92% of these prisoners return to Society within a comparatively short period of time after their incarceration.

"To be effective the training and education given a prisoner must meet the special needs and be adapted to the capabilities of that individual prisoner. It is, therefore, necessary that the prisoner should be studied by competent specialists in order that an understanding may be reached as to the personality and ability of each individual, the defects which led to crime and whether or not the individual can through treatment and training be helped to correct or cure these defects.

"In brief, the new prison policy which your Commission proposed for the State of New York is the replacement of mass treatment and routine organization by a system of constant personal study, individual treatment and training of every prisoner."

The Legislature expressed its approval of the plan proposed by your Commission by appropriating the \$8,247,000 requested in the Executive Budget for prison construction; \$88,180 for the development of the classification system; and \$60,100 for the substitution of civilian help for prisoners in important positions in the prisons.

During the year the following items of progress have been noted:

A marked improvement in personnel throughout the prison system;

For the first time in the history of New York State, prison wardens have been selected as the result of Civil Service examination.

Schools for prison guards have been held in Elmira Reformatory and in Sing Sing, Auburn, Clinton and Great Meadow Prisons, and the wardens of these institutions testify to their beneficial effect on the guard service.

Extension of the Classification System;

Boards of Classification have been established at the Reception Prisons, Sing Sing, Auburn and Elmira and Boards of Progress in the other prisons.

Development of new institutions;

Attica Prison has been opened and it is probable that the institution will be completed within the next two years.

The new medium security prison at Wallkill is under construction and will be completed by the Autumn of 1932.

Practically every institution of the Department of Correction, with the exception of Great Meadow, is in the throes of renovation and new construction with the unavoidable physical disorder resulting therefrom. Large gangs of civil workmen are on the

grounds, necessitating great care that the prisoners shall not be mistaken for workmen and allowed to escape. The situation was intensified at Attica by an unfortunate occurrence through which the contractor constructing the sewer was thrown into bankruptcy and forced to abandon his contract leaving open sewer-trenches, which were flooded in some places to a depth of eight feet.

The new segregation unit at Auburn, which was begun before your Commission was appointed, is completed, but in its present form has not proved successful as a segregation unit. It is an ordinary cell-block with no facilities for segregating prisoners and by its arrangement largely defeats the purpose for which it was intended. Moreover, its designation as a segregation unit makes it impossible to use 120 cells which are not needed for segregation purposes. Plans have recently been prepared and approved by the Department of Public Works to remedy this situation, the work to be done by inmate labor. One defect which cannot be overcome in this way is the exercise roof which is too small to be practical and also is not provided with any outlet for snow.

The new water system for Clinton Prison was not completed before the winter set in and the institution is still functioning with a water supply which cannot be relied upon except under favorable conditions of precipitation.

Serious overcrowding continues. New construction has only taken the place to date of buildings torn down in the reconstruction process. Sing Sing has approximately 2500 inmates, with proper provision for 1800, forcing the continued use of the old cells which were condemned over 50 years ago and which the State decided to abandon in 1916. In all the prisons the overcrowding continues to necessitate the use of cots in the corridors, for prisoners for whom there is no cell space. We are glad to report, however, that the Department of Correction has avoided the vicious practice of "doubling up" and maintained the standard of one man in a cell.

The morale in the institutions, despite these conditions, is definitely improved; especially is this true in Clinton Prison where over 150 men, who were held for nearly two years in solitary confinement, have been returned to the general prison community, eat in the ordinary mess hall and spend several hours each day in military drill because as yet the new shops are not completed and there are no facilities for their employment.

Your Commission was appointed to report and make recommendations, among other matters, upon the serious conditions arising from overcrowding in the penal institutions of the State. The situation outlined in this report indicates that these overcrowded conditions still present a grave problem. This, however, will be remedied as the program proposed by the Commission is carried out and as indicated in this report much has already been done to provide the additional facilities proposed. The Commission finds that the estimates of the prison population on which its pro-

posals were based are proving substantially correct. The estimate of the population in the five State prisons for January 1, 1932, was 7,250; the actual number in confinement on that date was 7,313. It is impossible to prophesy future developments, but the facts available to date indicate that when the building program which we have suggested is completed, adequate housing will be afforded for the prison population. Nevertheless, a great deal still remains to be done, and as this is the final year of the Commission's activity, we feel it our duty to point out that it is of the utmost importance that the additional facilities be provided which we have indicated are necessary. If the overcrowding is not relieved, another grave situation is almost certain to recur.

THE PERSONNEL OF THE DEPARTMENT OF CORRECTION

Your Commission has already called attention to the fact that the three wardens appointed in 1931 were selected through Civil Service examination, and to the noticeable improvement in the personnel at each of the old prisons and the good start which has been made at Attica. In our report on Classification we recommend additional personnel for the classification service, and in our report on Education,* the establishment of the position of Educational Director in the Department of Correction and additions to the Educational Staff at the several prisons. We feel that should these recommendations meet with approval, the efficiency of the service will be greatly increased.

Another position which we feel should be created in the Department of Correction is that of Director of Foods and Food Preparation. It is hardly necessary to emphasize that good food is essential to good morale and a potent factor in ensuring good discipline. This in itself would be a good reason for the creation of this position, but an additional argument lies in the fact that the scientifically balanced diet, which such an officer should develop, would result in a marked improvement in the health of the prison population.

A competent Director of Foods and Food Preparation should also effect substantial economies in the selection and preparation of foods and prevent considerable waste. Thus, there is little doubt that his salary would be saved to the State many times over in a short period of time.

Your Commission therefore strongly urges the creation of the position of Director of Foods and Food Preparation, especially at this time when there is such need for rigid economy in our State government.

Furthermore, your Commission points to the need of a Director of Personnel Training, who would have charge of the guard school courses, train the personnel in military tactics so as to secure mental alertness and fitness, see that they are properly uniformed

*The General Secretary of the Prison Association of New York served as Chairman of the Commission's Committee on Education.

and neat on all occasions, and in general keep up the esprit de corps of the guards and officers throughout the institutions. This officer would travel from one institution to another and devote several days in each place to the giving of proper training.

PERSONNEL FOR THE NEW MEDIUM SECURITY INSTITUTION

The new medium security institution at Wallkill will open in the Autumn of 1932. Your Commission points out that the success or failure of this new departure in our method of housing prisoners will depend largely on the personnel which administers the institution. We, therefore, reiterate the recommendation which we made in our report in 1931, that the Commissioner of Correction should have the opportunity to experiment with staff for this new institution and, therefore, until qualifications are established which will give a satisfactory basis for Civil Service requirements, that the positions at the new institution should be placed in the non-competitive class.

GUARD SCHOOLS

The guard schools, which were instituted in 1931, have proved their value. The wardens, as shown by replies to a questionnaire sent by this Commission, are unanimous in the statement that every guard who attended a guard school was benefited by the instruction and gained a more comprehensive understanding of general administrative problems and how they are to be met.

A centralized school at some one of the prisons would, in all probability, make for saving in time, energy and money. At present, however, the institutions are seriously undermanned and the new guards are needed as soon as they can be secured. Your Commission suggests that the central guard school is desirable, but to meet the practical situation it is not possible until all the present guards have been trained.

RECAPITULATION

Your Commission recommends the following additional personnel for the Department of Correction, as discussed in the several sections of this report:

Classification Staff

A Director of Classification for the Central Staff in Albany.

A stenographer for the Director of Classification.

Two file clerks for the Central Office in Albany.

Two additional psychiatrists for Sing Sing.

One assistant psychologist and one assistant psychiatrist for Elmira.

More adequate compensation for the positions of psychiatrist at Great Meadow and Clinton Prisons.

Educational Staff

One Director of Education for the Central Staff in Albany.
One full time assistant to the Head Teacher for each prison.

Maintenance Staff

One Director of Food and Food Preparation.
One Director of Personnel Training.

THE CLASSIFICATION OF PRISONERS

In its report, under date of February 15, 1931, your Commission recommended that Classification Boards should be established at Sing Sing and Attica Prisons, respectively, and that Progress Boards should be established at the remaining major prisons. The personnel of each of the Classification Boards, according to our recommendation, was to be the Deputy Commissioner of Correction acting as chairman, the warden, the principal keeper, the psychiatrist, the psychologist, prison physician, superintendent of prison industries, head school teacher and the prison chaplains. The primary object of the Classification Boards was to be the classification of the prisoners, and that of the Progress Boards the periodic review of the prisoners.

The classification of prisoners was proposed in order that they might be grouped for the practical purposes of better prison administration and more successful resocialization prior to parole than is possible with promiscuous prison populations and also that a diagnostic classification would be secured which would be useful for the purposes of identification and interchange of records and other scientific material with prisons throughout the United States.

Staff has been secured by appointment from Civil Service lists and the Boards have been constituted as recommended, beginning at Sing Sing, March 23, 1931. The Board at Sing Sing was constituted to receive the reports of the examinations made by the different specialists and to examine the prisoners personally, designating to what class or grouping a man belongs and making this information available to the administrative officials who have charge of his activities in the institution and in the workshops and must arrange his transfer when that is desirable and expedient. A second Classification Board has been established temporarily at Auburn and will be moved to Attica when facilities are available there, and a third Board has been set up at Elmira, as this institution receives prisoners directly from the courts.

The Progress Boards at Clinton and Great Meadow Prisons, during this preliminary period, have served as Classification Boards because the inmates did not have the benefit of classification before they were sent to these institutions.

The great influx of prisoners has limited the work, making it necessary to emphasize the classification of the prisoners for housing purposes and to postpone, in many cases, the broader investigation into the personality of the prisoner, his defects and the method

of his rehabilitation. The social service investigators attached to the Sing Sing Classification Board have of necessity given much time to the aid, both of the prisoners and the administration, in connection with the prisoners' families and outside relationships, all of which has established a good basis for more definite study and collection of the social data which the Classification Board finds essential to its broader function of the personal rehabilitation of the prisoner. The individual cases to which the Board has given its special study have demonstrated the desirability of broadening this activity when the development of the service will make this possible.

Nine hundred and forty-seven examinations have been given at the prisons, which have entailed 47 meetings of the Boards, an average of approximately 20 cases at each meeting. At Elmira, where the Board began its work in the late Autumn, 49 cases have been examined.

The administrative classification for the prisons gave the following distribution of the 947 prisoners:

Normal	554
Feeble-minded	134
Psychopathic personality	95
Alcoholic	104
Epileptic	9
Drug addicts	16
Psychotic	3
Potential psychotic	32

The grouping of these prisoners for housing purposes was found to be:

Restricted (Maximum Security)

Prolonged	378
Temporary	261

Colony

Minimum security	57
Medium security	121

Psychiatric Group

Hospitalization	3
Observation	63

Hospital

Ambulatory	45
Ill	10
Infirm	5
Tubercular	4

The Elmira classification resulted as follows:

Psychiatric Class

Neuropathic, post, encephalitic.....	2
Normal	26
Feeble-minded	4
Psychopathic personality	3
Psychopathic personality (alcoholic).....	1
Potentially psychopathic	1
Normal (border line).....	1
Napanoch cases	2
Neuropathic, psychopathic, personality.....	5
P. P. Potential.....	1
Potentially psychotic—uncl.....	1
Neuropathic (not stated).....	1
Neuropathic, diag, deferred.....	1

Administrative Classification

Psychiatric, character	1
Restricted temporary	27
Psychiatric observation	18
Hospital T. B.....	1
Restricted prolonged, tractable.....	2

As the average number of prisoners received each week into the prison system including Elmira and Napanoch, is approximately 70, it will be seen that a tremendous burden is being placed upon the classification staff and supervising officers.

The necessity for a central integrating system has been demonstrated in order that there may be an effective inter-relationship of the various boards and smooth transfer of inmates from one institution to another.

The year's experience in the development of the classification system has demonstrated:

1. That the rate of admission of inmates to the institutions in the Department of Correction is altogether too great for adequate classification by means of the facilities now available;
2. That an adequate filing system must be maintained in the Albany office, in order that full reports on each inmate may be available at all times, both for general use by the Administrative Department and also for use in the preparation of statistics and the segregation of special cases for intensive study;
3. That social data must be gathered in regard to each prisoner, in addition to the personal examination which is at present conducted.

Your Commission, therefore, makes the following recommendations for the development of the classification of the prisoners:

1. That the position be established of Director of Classification; this officer to be directly responsible to the Deputy Commissioner of Correction and to have the supervision of all matters pertaining to classification within the Department and to effect the inter-relationship of the various Boards of Classification and Progress; and also that a stenographer be provided for this officer.
2. That two file clerks be added to the staff at the Central office to attend to the classification files.
3. That two additional psychiatrists be added to the classification staff at Sing Sing, an assistant psychologist and psychiatrist at Elmira, and more adequate salaries or compensation, such as maintenance, for the position of psychiatrist at Great Meadow and Clinton Prisons.
4. That an adequate social service force be added to the psychiatric staff of each of the Classification Boards, to secure correct information on the life history of the prisoners.

THE HOUSING OF PRISONERS

The forecast of the size of the prison population by 1940, which your Commission included in its report in 1931, would seem from present indications to be correct. This sustains our conclusion that the existing prisons will afford adequate provision of the maximum security type.

We further recommended last year a restriction of the size of the population of the old prisons because of the Resolution adopted by the American Prison Association in 1929 and again in 1930, to the effect that the population of a prison should not exceed 1,200 inmates. It was impossible to restrict all of our old prisons to a population of this size, but we proposed the nearest approach to it which is possible. We now restate our recommendation of last year in regard to the ultimate size of the existing prisons, contrasting this with the present population of these institutions.

	Present Capacity	Capacity Pro- posed by the Commission
Auburn (including 300 in road camps)	1,901	1,200
Constock	1,150	1,150
Clinton	1,189	1,200
Sing Sing (including the old housing)	2,488	1,800
Attica	492	1,500 and an additional 200 in classification unit.
Elmira	1,440	1,000

After conference with the Commissioner of Correction, the State architect and your Commission, there resulted a modification in the third housing unit at Attica, and a medium security unit is now under construction; while, the classification clinic for western New York is also under construction at Attica between the north cell-block and the wall.

The status of the construction work at the old prisons and Attica, as of December 1, 1931, is attached to this report. (Exhibit A.) See page 32.

ROAD CAMPS

Road camps have been operated in connection with Auburn Prison; the average daily road camp count from July 1, 1930, to June 30, 1931, being 381 men.

The large cantonments carry, as a rule, about 75 men who are engaged in improving State roads, doing such work as widening the roads, improving the grades, and straightening out curves. Six officers are assigned to each cantonment, one of whom is a regular guard from the prison, the other five being temporary men appointed from the civil service list. One guard acts as a night watchman leaving five men for day duty. Each cantonment is supplied with a truck for hauling supplies and transferring men.

The small county camps have, as a rule, twenty inmates and two officers, one officer being a regularly appointed guard from the prison, and the other a temporary guard appointed from the civil service list; both of these officers work in the daytime. The inmates at these camps are engaged in improving so-called county dirt roads. Work done by these men include the building of hard surface roads, laying sub-base and covering this with gravel. These camps are supplied from the prison by prison trucks.

Your Commission is encouraged by the success of these camps and urges the continuance of the plan of assigning prisoners to camps for road building and the extension of this method of housing prisoners to reforestation camps, as recommended in our previous report.

THE NEW MEDIUM SECURITY PRISON AT WALKKILL

The first medium security prison, which was planned by your Commission, is located on a thousand acre farm near Walkkill, Ulster county, the site having been chosen which we recommended as especially desirable.

The contracts for this institution were let in July, 1931. We are glad to report that, according to the bids accepted, the total cost of this institution will be \$1,145,000 or, exclusive of the site, the cost will be approximately \$2,200 per bed. This is probably less than one-half the cost of the more formalized type of prison. The progress in the construction of the institution has been rapid and up to schedule. We hope that the erection of this institution will mark the beginning of a new era in prison construction in this State, which will save the State large sums of money, and

also provide a more scientific method of housing for the type of prisoner suitable for this type of institution.

Your Commission understands that the institution will probably be completed and ready to receive prisoners in the Fall of 1932.

NEW INSTITUTIONS TO BE BUILT IN 1932

Your Commission proposed in its report last year that two additional institutions should be built in 1932; a second medium security institution and a second institution for defective delinquents.

In the meantime, it has been found necessary to establish a special institution for youths from 16 to 19 years of age, and your Commission is, therefore, obliged to change its recommendations and to suggest that the institutions constructed in 1932 should be:

1. A second institution for defective delinquents.
2. An institution for youths from 16 to 19 years of age.

THE INSTITUTION FOR DEFECTIVE DELINQUENTS

Your Commission recommends that a second institution for defective delinquents should be established this year, as Napanoch has a population exceeding its capacity and cannot receive the defective delinquents who are in the prisons. We recommend that this institution should have a capacity of 750 inmates and be located on a farm site of ample acreage, which has been surveyed by the agricultural authorities of the State and is recommended by these authorities as suitable for raising food-stuffs for consumption by the institutional population of the State. We also urge that this institution be accessible by truck to one or more existing institutions which can consume surplus farm products.

The buildings at this institution should follow the general plan for the medium security prison at Walkkill.

Both single room and dormitory type of housing should be included in this institution. Your Commission, in planning the medium security institution at Walkkill, insisted that there should be no dormitories, but in this case has changed its opinion because the institution now under consideration is for a special group (those who are mentally deficient), and because in addition to the dormitories there will also be single-room provision. Furthermore, recent experience has shown that through the more effective use of the classification facilities, prisoners can be selected who are suitable for dormitory housing. In addition, we realize that the economies which will be effected by the use of dormitories are very desirable, although in no sense is your Commission committing itself to the dormitory in preference to the single-room.

THE INSTITUTION FOR MALE OFFENDERS FROM 16 TO 19 YEARS OF AGE

Your Commission recommends the establishment of a new institution for male offenders between the ages of 16 and 19, who should not be classed as juvenile delinquents, and therefore, held under the jurisdiction of the Social Welfare Department, but committed to the custody of the Department of Correction.

Governor Roosevelt in June, 1931, pointed out the confusion and overlapping of ages in the juvenile institutions and the fact that the age limit at the House of Refuge on Randall's Island was too high.

Investigation proved that this confusion was very serious and resulted in the indiscriminate mingling of young boys with the older group, which is detrimental to their best interest and to that of the State.

The following facts were disclosed:

1. That males between the ages of 16 and 18, convicted of any offense except that punishable by death or life imprisonment, may be committed to the House of Refuge;
2. That juvenile delinquents between the ages of 12 and 16 may also be committed by the Children's Court to the House of Refuge, together with some additional cases from the Children's Court, who are over the age of 16.

Your Commission believes that 16 years should be the line of cleavage between the juvenile and adult offender, but recommends that the youths from 16 to 19 years of age should be considered as a special group and not committed to the ordinary institutions in the Department of Correction where they would be in close contact with more experienced criminals.

Temporarily, and for a period not to exceed three years, we recommend that this group (16 to 19) should be kept at the House of Refuge on Randall's Island and that this institution should be transferred to the Department of Correction. It is not practical, however, for this to be a permanent arrangement because of the physical condition of the House of Refuge and because the agreement between the State and the City of New York makes it clearly understood that the use of the House of Refuge can only be a temporary and emergency measure.

Having given due consideration to all the factors in the situation, your Commission has reached the conclusion that the new institution is necessary and that it should be started immediately. We recommend, also, that it should have a capacity not to exceed 500 and that it should be accessible by bus or train to New York City and preferably within 100 miles thereof. Furthermore, we recommend that as soon as the appropriations for this new institution are made, the Commissioner of Correction and the Commissioner of Social Welfare should jointly prepare legislation to carry out the new policy.

ADDITIONAL INSTITUTIONS WHICH SHOULD BE BUILT IN 1933

To complete the housing program, which your Commission is convinced is necessary if the State is to meet its prison problem adequately, two additional institutions should be established in 1933:

1. A second medium security prison with a capacity for 500;
 2. An institution for psychopathic delinquents.
- An institution for psychopathic delinquents should be attached to one of the existing institutions, as it should be located within prison walls because this type of prisoner is primarily a disciplinary problem and needs safeguarding. The building should accommodate from 150 to 200 and should be accessible to a classification clinic, so that the Director of the clinic can have considerable supervision over it. The personnel should include specialists who can make a real approach to the problem of the psychopathic delinquent.

New York State has at this time a great opportunity for working out methods of dealing with the psychopathic delinquent and your Commission recommends that this institution or division be established at the earliest possible date, believing that the results will more than justify this action, as has been the case with the special institution for the feeble-minded recidivist at Napanoch.

FIRE PROTECTION

At the request of your Commission, a survey of conditions affecting safety to life with respect to fire, was made last year by the National Board of Fire Underwriters. Study of the recommendations of this survey by the Department of Public Works resulted in an estimate that over \$264,000 would be required to carry them into effect. Funds could not be found to carry out these proposals in the current year, so an estimate was made by the fire detecting agency which has the approval of the Board of Fire Underwriters for apparatus of that type and both the figures of the underwriters and of the fire detecting agency were submitted to the budgetary authorities. Your Commission strongly urges that funds be provided at least for the fire detecting apparatus, in order that some fearful calamity may not result from neglect to provide proper protection against fire.

EXHIBIT "A"

Status of Construction Work as of December 1, 1931
(Exclusive of Completed Projects)

SING SING PRISON

	<i>Per Cent Complete</i>
New Shoe Shop	
Elevator	99.5
Window Operators, Buildings "A" and "B"	
Construction	99.5
Laundry and Bath Building.	
Construction	51
Heating	3.5
Sanitary	28
Electric	18
Additional Window Operators, Cell Building "A"	
Construction	99.9
Sash in Connecting Corridor	
Construction	0
Segregation Building and Connecting Corridor construction started	
Construction	
Heating	
Sanitary	
Electric	
<i>Contracts Pending</i>	
Window Cleaning Device Cell Blocks "A" and "B"	
Contracts let	
Power House complete with Coal Storage and Handling Apparatus and Connections for Power House	
Knit Shop Building	

Status of Construction Work as of December 1, 1931
(Exclusive of Completed Projects)

ATTICA

*Per Cent
Complete*

Cell Buildings "A" Dining Room, Kitchen and Bakery Building, Power House and Prison Wall	
Construction	97
Heating	99
Sanitary	98.5
Electric	98
Steel	98
East Cell Block, Building "B"	
Construction	93
Heating	50
Sanitary	78
Electric	55
Steel	98
Administration Building, Hospital, Laundry and Bath Building, State Shop, Shop Building, Textiles Shop Building, Maintenance Storehouse, Corridors	
Construction	52
Heating	45
Sanitary	34
Electric	38
Dining, Kitchen and Bakery Building	
Refrigeration	100
Ovens	100
Miscellaneous Work, Dining, Kitchen and Bakery Building	
Construction and Electric	82
Storehouse-Maintenance Building	
Refrigeration	0
<i>Construction Pending</i>	
North Cell Housing, Reception and Disciplinary Building, Auditorium and Chapels, School Building, Covered Ways and Arcades, Service Connection	
Funds Available	
Contracts awarded December 11, 1931 as follows:	
Construction	
Heating	
Sanitary	
Electric	

Status of Construction Work as of December 1, 1931

(Exclusive of Completed Projects)

MEDIUM SECURITY PRISON	Per Cent Complete
New Prison Buildings	
Construction	10
Heating	2.5
Sanitary	
Electric	
Refrigeration	
Hardware	

Construction Pending

Hardware

Bids received October 29, 1931

Contract awarded

Status of Construction Work as of December 1, 1931

(Exclusive of Completed Projects)

NAPANOCH

Storehouse and Industrial Shop	
Construction	93
Heating	77
Sanitary	74
Electric	80

Screen Stair Guards

Construction

25

New Roof on South Wing Center, New Roof on Laundry Building

Construction

10

Bids received Oct. 22, 1931

Contract awarded

Steam Service Tunnels

Construction

10

Construction Pending

Heating, Electrical and Sanitary Lines and Connections;

Additional Boilers for use in supplying new buildings

Funds available

Bids received Nov. 17, 1931

Award of contract pending

PROGRESS AND RECOMMENDATIONS . . . 35

Status of Construction Work as of December 1, 1931

(Exclusive of Completed Projects)

GREAT MEADOW PRISON

Per Cent Complete

Storehouse	
Steel	100
Elevator	0
Administration Building	
Construction	78
Heating	75
Sanitary	70
Electric	65

Stairs and Guards

Construction

98

Roofing and Sheet Metal Work

Construction

100

Garage, Machine and Blacksmith Shop

Construction

20

Heating

0

Sanitary

4

Electric

20

Construction Pending

Service Tunnels (Bids to be received Dec. 17, 1931)

Status of Construction Work as of December 1, 1931

(Exclusive of Completed Projects)

ELMIRA REFORMATORY

Hospital and School Buildings	
Construction	85
Heating	83
Sanitary	75
Electric	80

Construction Pending

Remodeling and Additional Sanitary Facilities in Cell Block D, New Shop Building

Funds available

Remodeling Interior of Cell Blocks "A" and "B"

Funds available

Bids to be received Dec. 29, 1931

Elevator for Hospital
 Funds available
 Bids received Dec. 1, 1931
 Low Bid
 Award of contract pending

Status of Construction Work as of December 1, 1931

(Exclusive of Completed Projects)

DANNEMORA STATE HOSPITAL

	<i>Per Cent Complete</i>
New Employees Home	
Construction	75
Heating	65
Sanitary	70
Electric	83

Construction Pending

Staff House

Funds available
 Bids to be received Dec. 22, 1931

Status of Construction Work as of December 1, 1931

(Exclusive of Completed Projects)

BEDFORD HILLS REFORMATORY

Employees Home, Laundry Building and Storehouse	
Construction	22
Heating	25
Sanitary	28
Electric	17

Remodeling Windows, Dormitory Building

Construction	0
--------------------	---

Dining and Kitchen Building, Segregation Building, Medical Center Housing, Miscellaneous Remodeling, Service Connections (Tunnels) and Power Plant Equipment

Construction	0
Heating	0
Sanitary	0
Electric	0

Construction Pending

Sewers and Water Lines

Status of Construction Work as of December 1, 1931

(Exclusive of Completed Projects)

MATTEAWAN STATE HOSPITAL

*Per Cent
Complete*

Ward-Female Group, Auditorium and Chapel, Connecting

Corridor	
Construction	70
Heating	40
Sanitary	55
Electric	32

Silicon Carbide Block and Brick Courses for Boiler Settings, Circulating Oiling Systems, Synchronizing Equipment of General Engines and Street Lighting Equipment

Construction	99.5
--------------------	------

Cow Barn

Construction	65
--------------------	----

Construction Pending

Remodeling Old Power Plant

Funds available

Unloading Shed and Platform

Funds available

Laundry and Tailor Shop Building, Staff House

Bids received December 3, 1931, as follows:

Construction

Heating

Sanitary

Electric

Status of Construction Work as of December 1, 1931

(Exclusive of Completed Projects)

CLINTON PRISON

East Cell Block, Laundry and Bath Building and Segregation Building

Construction	34
Heating	29
Sanitary	33
Electric	23

New Main Gate, Etc.

Construction and Electric	99.9
---------------------------------	------

East Cell Block, C. D., and Service Connections

Construction	0
Heating	0
Sanitary	0
Electric	0

	<i>Per Cent Complete</i>
Tunnels	
Construction	0
Heating	0
Electric	0

Construction Pending

Silo

Refrigeration (Award of contract pending)

Shop Building and Cottages

Funds available

Drawings and Specifications to be submitted for approval on December 15, 1931

Garage

*Status of Construction Work as of December 1, 1931
(Exclusive of Completed Projects)*

AUBURN

New Power Plant, Cell Building (North Cell Block), Mess Hall, Kitchen and Bakery	
Construction	86
Heating	60
Sanitary	56
Electric	41
Industries Storehouse, Shop Building, Foundry Shop Building	
Construction	74
Heating	52
Sanitary	68
Electric	50
Miscellaneous Work, Mess Hall, Kitchen and Bakery	
Electric	70

Construction Pending

Equipment for One Cell Hall, Mess Hall, Kitchen and Serving Rooms and Bakery

Funds available

Bids received December 1, 1931

Award of contract pending—Low bidders as follows:

Heating

Sanitary

Equipment

Bakery Oven and Machinery

Service Tunnel and Supply Lines from New Power House; Electric and Heating Service Lines and Connections

Funds available

Drawings and Specifications approved Nov. 20, 1931

RECOMMENDATIONS FOR CHANGES IN THE PENAL AND CORRECTIONAL LAWS

ADJUSTMENT OF MINIMUM SENTENCES FOR FIRST OFFENDERS

Your Commission is deeply concerned with the present law dealing with first offenders and the length of their sentences. It feels that in the past few years, the increase in crimes of violence and the wide publicity concerning them stimulated an apparent demand for harsher methods upon the theory that such measures would exercise a more deterrent effect upon the potential criminal. That this theory is not valid is substantiated by the existence today of the largest prison population ever recorded in the history of the State and the fact that the number of commitments received at Sing Sing Prison during the first ten months of 1931 exceeded by more than three hundred the commitments for the entire year of 1930. Not only do these commitments swell the total population but the increased length of minimum sentences will keep the prison population at a high mark for years to come. Your Commission is convinced that if reformation is the objective in the treatment of these young offenders, it will, in the vast majority of cases, be accomplished in a relatively short time. It feels that incarceration over a long period will, of itself, unfit the individual for return to society on a useful basis or make such a procedure exceedingly difficult.

The indeterminate sentence law, as originally drafted, recognized the impossibility of determining, by one act in his career, the exact amount of punishment which would prove salutary or remedial in each case involving the young first offender brought before the bar of justice. The original law registered its opinion of the gravity of the crime by the length of the maximum sentence—thereby continuing the supervision of the parole board over longer periods in the cases of those persons convicted of more serious violations of the law.

Unfortunately amendments of the penal law during the last few years have in most instances completely destroyed or rendered impotent the spirit of the indeterminate sentence law. The long minimum sentences brought about by these amendments prevent the application of modern reformatory measures, as it is impossible to apply them in many instances because of the likelihood of escape. As an illustration, it is frequently found that two young men have been convicted of identical offenses—one given a reformatory sentence, with no minimum and the other a prison sentence the minimum of which, in some instances, has been as high as seventy years. It is obvious that there is no hope for reformation in the latter case.

In a group of 176 first offenders surveyed recently at Sing Sing Prison, each of whom has a minimum sentence of 15 or more years, it was found that the aggregate minimum sentences

totalled in the neighborhood of 3,500 years and the aggregate maximum sentences with no attempt made to substitute a definite figure for the Life sentences, totaled between 5,000 and 6,000 years.

As an illustration of long minimum sentences for first offenders:

In Auburn Prison there are two youths, age 21 and 25, who are serving sentences of 47 years and 6 months to Life for Robbery. One of these will be 68 and the other 72 years of age when released. One man 69 years of age is serving a sentence of 15 to 30 years for Robbery. He will be 84 years of age when released.

In Sing Sing Prison one youth, age 20 years, is serving a sentence of 45 to 90 years for Robbery. He will be 65 years of age if released at the expiration of his minimum term. Another youth, age 19 years, is serving a sentence of 30 to 60 years for Robbery. A third, age 29 years, is serving a sentence of 25 to 50 years.

In Clinton Prison a boy of 21 years, is serving a sentence of 70 to 80 years. Another, age 20, is serving a sentence of 57 years and 6 months to Life. Another, age 20 years, is serving 35 to 67 years. There are two, age 19 years, who are serving sentences of 30 to 60 years and a third of same age doing 45 to 90 years. One youth, age 23 years, is serving a sentence of 57 years and 6 months to Life.

Aside from the effect upon the prisoner himself there are economic aspects which are in the fore-front of every taxpayer's consciousness just now. This policy of indiscriminate severity which has proven futile as far as its deterrent effects are concerned, is a very costly experiment for the State and may create very serious financial problems in the large increase entailed in prison capacity.

The recommendation which immediately follows is somewhat of a departure from the one made by the Commission in its report of last year to the effect that there be a uniform minimum sentence. The modification is the result of a public hearing which was attended by judges, district attorneys, lawyers, institutional administrators, members of the Division of Parole, and others. Certain representatives of the judiciary questioned the wisdom of taking completely from the Court the power to determine the minimum period of detention and the Commission's recommendation represents a proposal offered by Judge Cornelius F. Collins of the Court of General Sessions to meet some of these objections.

The Commission urges that Section 2188 of the Penal Law be amended so as to provide that in instances where it is felt that the minimum sentence imposed by the court is too severe, that the Parole Board be empowered to make application to the committing court for a re-sentence, which may result in a reduction of the original minimum sentence. When the application for a reduction of the minimum sentence is before the court the

district attorney shall be entitled to be heard. Provided the judge agrees to a reduction of the minimum sentence the offender shall then be eligible for consideration for parole subject to such conditions on release as may be lawfully imposed by the Parole Board. It should be noted that the minimum sentence is not to be less than one year, and that the Parole Board must take the initiative in making the application for a reduction of the minimum, and that the shorter minimum cannot become operative without the approval of the court.

INCREASED COMPENSATION

Your Commission is of the opinion that there should be an increase in the amount of compensation that can be earned as a reduction of sentences for both indeterminate and definite sentenced inmates. As stated in our report of last year it is the unvarying opinion of experienced administrators of prisons and reformatories that the absence of a reasonable opportunity to reformers a reward for good behavior and the satisfactory performance of work is a serious psychological error. Prisoners, after all, are human beings, and react best under a system which includes some form of incentive. Therefore, Sub-Division 4 of Section 230 of the Correction Law should be amended, increasing the amount of compensation from 5 to 7½ days, to read as follows:

Every prisoner who was received in a State Prison or Penitentiary after July first, nineteen hundred twenty-six, and is confined therein on July first, nineteen hundred thirty-two, under either a definite or indeterminate sentence, may earn an additional allowance of compensation, not to exceed two and one-half days for each month of his minimum term in case of an indeterminate sentence or on the term as imposed by the Court in the case of a definite sentence.

Every prisoner received in a State Prison or Penitentiary on or after July first, nineteen hundred thirty-two, under either a definite or indeterminate sentence, may earn compensation not to exceed seven and one-half days for each month of his minimum term in the case of an indeterminate sentence, or on the term as imposed by the Court in the case of a definite sentence.

MODIFICATION OF PRESENT FOURTH OFFENDER ACT

The Commission is unaltered in its opinion that there should be a change in the so-called life imprisonment law now mandatorily imposed upon those who commit a fourth offense felony, and urges that Section 1942 of the Penal Law be amended so as to provide that as a punishment for a fourth offense felony other than murder first or second degree, or treason, an inde-

terminate sentence be imposed, 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. The minimum term upon conviction for a felony as a fourth or subsequent offense shall be not less than fifteen years, and the maximum thereof shall be for the offender's natural life. A person so sentenced may be released in the same manner and upon the same conditions as prisoners serving an indeterminate sentence in State prisons are released.

PUNISHMENT FOR FIRST DEGREE BURGLARY AND ROBBERY

The marked increase in the number of convictions for burglary and robbery in the first degree indicates once more that severity of sentence is not a deterrent. Furthermore, the long sentences imposed upon youthful offenders convicted of these two offenses are staggering. (See page 40.) Burglary and robbery in the first degree are punishable at present by a sentence of not less than fifteen years. In practice this means that the court must impose a sentence beginning with a minimum of fifteen years, and may even impose a life sentence. In addition to the punishment for robbery, there is an added punishment prescribed under Section 1944 of the Penal Law, of at least five years for being armed with a weapon. This Section is interpreted and applied in three or four different ways by the various courts, resulting in considerable confusion in the carrying out of sentences.

Therefore, the Commission urges that Sections 407 and 2125 of the Penal Law respectively, relating to punishment for burglary and robbery in the first degree, be amended so as to provide a minimum of ten years and a maximum of thirty years. Also that Section 1944 be amended so as to make for a uniform application of the additional penalty, although the value of the additional penalty in the opinion of the Commission is questionable.

NEW INSTITUTION FOR OFFENDERS SIXTEEN TO NINETEEN YEARS OF AGE

The Commission urges that an adequate appropriation be made for a site and the construction of a new institution, to be under the jurisdiction of the State Department of Correction, for the treatment of offenders between the ages of sixteen and nineteen. (See page 30.) Furthermore, that the necessary changes be made in the Charities, Correction and Penal Laws to bring the present House of Refuge temporarily under the jurisdiction of the State Department of Correction, and to provide for the proper commitment of offenders between the ages of sixteen and nineteen thereto.

REVISION OF THE PENAL LAW AND THE CODE OF CRIMINAL PROCEDURE

The Commission is strongly of the opinion that there is need of a thorough study and revision of the Penal Law and the Code of Criminal Procedure, and urges that the Legislature appoint a commission or judicial council to undertake this work. The practice too long has been to amend haphazardly the sections and articles of the Law and Code, without giving attention to the need for clarification, collecting loose ends and correcting inconsistencies, and, more important than all, the need for the determination of a new basis of criminal jurisprudence embracing not only punishment but in addition resocialization.

IN ADDITION TO THE RECOMMENDATIONS ON THE FOREGOING PAGES,¹ IN WHICH THE PRISON ASSOCIATION CONCURS, THE FOLLOWING RECOMMENDATIONS ARE OFFERED SEPARATELY BY THE ASSOCIATION:

I

That the Commissioner of Correction be given legislative authority to engage the services of an outside architect in the preparation of plans and specifications for the construction of the new institution for mentally defective delinquents, and the institution for the care and treatment of male felons between the ages of sixteen and nineteen. The excellent showing made in the saving of time and money, through the hiring of an outside architect to prepare plans and specifications for the new medium security prison at Walkkill, justifies this recommendation. It has been demonstrated in this instance that hundreds of thousands of dollars have been saved to the State, and the speed with which the institution is being built is unparalleled in correctional institution work in this State.

II

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.

¹ See pages 22, 23, 27, 29, 31, 40, 41, 42, 43.

III

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, clearly 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,² but was never used as such, and was transferred to the jurisdiction of the Department of Mental Hygiene, should be again acquired for its original purpose.

IV

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 655 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.

V

Legislation intended to improve the county jail system in this State should be enacted. The glaring defects that exist in our 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 so long as they are under county management there is little chance for the development of systematic industry and reformatory influences.

² 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, appearing on Pages 102 to 105 of this report. 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.

VI

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.

VII

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.

CHAPTER II

A YEAR OF WELL ROUNDED EFFORT

Visit of
English Prison
Commissioner

A happy and outstanding service rendered by the association was that of assisting His Majesty's Commissioner of Prisons for England and Wales, Alexander Paterson, during his four months' visit in the United States. It was gratifying to have Mr. Paterson select the association's office as his American headquarters, and every effort was made to arrange his itinerary and to satisfactorily care for the many details in connection with his visit to institutions in most of the states of the Union. The association's nation-wide and long contact with prison officials greatly facilitated Mr. Paterson's tour. As an evidence of appreciation of the liberal service rendered Mr. Paterson we take pleasure in submitting his informal and friendly note written on the eve of his departure for home:

MY DEAR CASS:—

In the last hour of our stay on American soil I must send you a line of most cordial thanks from my wife and myself for all that has been done by your good self and your many friends to fill our four months with interest and happiness.

Wherever we have stopped, in the many States it has been our privilege to visit, we have met with a hospitality as unmeasured as your own prairies, and a kindness that has touched us very deeply and will never be forgotten.

We should be grateful if you would be so kind as to convey to all the many friends we have been fortunate to meet our very keen sense of gratitude.

To the Wardens and their good wives, and to the members of the prison services in all States and in all ranks we are under a special debt.

We trust that in the future the bonds between you all who are working in the institutions of the United States and those of us who work in England will grow stronger every year.

We have learned a great deal during our stay among you, and most of all we have come to know and appreciate the great heart of the American people.

I trust we may meet again before long. With every good wish from us both,

Yours very sincerely,

(Signed) ALEXANDER PATERSON,
H. M. Commissioner for England and Wales.

Shortly after Mr. Paterson's return to England there appeared in the London Times a preliminary statement of his observations

while in America. It is evident from the statement that he is a fair-minded and keen observer, and because of the frequent attempt at comparison between English and American penal methods we reprint the material below, as coming from one who is qualified to speak on conditions in both countries:

UNITED STATES WAY WITH CRIME

THE MATERIAL OF OFFENCE

I.—Cramped Gaols

By HON. ALEXANDER PATERSON,

His Majesty's Commissioner of Prisons for England and Wales.

The boys in the street beneath the windows of our hotel are playing the current game of "cops and gangsters." The bigger ones have chosen the more adventurous role and seem usually to have the better of the argument. They are lads of good physique and great spirit born into a world of limited opportunity. By hard work and ability they may extend those limits, but there must always be some things they will want and cannot easily or rapidly acquire. At school they were taught by women, who cannot teach so effectively as men, both within and without the class-room, those lessons of self-control and discipline which enables a boy to limit the satisfaction of his desires to his earning capacity.

Many of these boys despise their parents, who came from Southern or Central Europe 20 years ago and are still ill at ease with the tongue and customs of a new world. In one institution 85 per cent of the delinquents are the American-born adolescents of foreign-born parents. Inhibitions are not firmly grounded either at home or at school, and the fever of adolescence to get rich quick, to travel fast in a powerful car, has no salutary check. Laws are so numerous that it is hard to keep them all. The contempt for them shown by people of reputation robs crime of its stigma, and the belief that justice is corrupt strips the law of its potency. The prohibition of the Court is not supported by the inhibition of the citizen.

When to such a situation are added the economic problem of unemployment and the racial problem of colored masses streaming from control in the South to a misinterpreted liberty in the North, the scene is laid for a steady increase in the commission of crime. It is impossible to compare this increase with that of England, because statistics are differently based, and the unfortunate publicity furnished even by the most responsible organs of the Press to every form of crime may easily lead to exaggeration. It is, however, certain beyond all argument that the population of prisons and reformatories continues to rise steadily throughout almost the whole of the United States. This is due in part to the fact that an increasing number of people are committed by the

Courts to some form of penal institution, partly to the greater length of sentence imposed by those Courts, and partly to a reluctance of some authorities to release them on parole.

A CONTRAST WITH ENGLAND

At one establishment I saw 20 men at the moment of reception, and after reading the details of their offence and record was certain that 19 of them would, in England, have been dealt with under the Probation Act or by the payment of fines by instalments. Penalties for minor offences are far more severe in the States. Thus, it may cost the careless roysterer £20 to spit in a tube railway and £100 to deface a pillar-box. Where for more serious offences a prison sentence is inevitable, the length of it is commonly three to five times as long as it would be in northern Europe. The tension that ensues from a prevalence of crime leads those in authority to postpone the moment of release. In more ways than one, therefore, is the prison population swollen by the increase of crime.

The 4,000 penal institutions of the United States, containing more than 250,000 people, are neatly divided by the law into three distinct categories. While a man awaits trial he will be in a small gaol maintained by the county. On conviction he will ordinarily pass to a State Penitentiary, or House of Correction. Should he, however, have broken a Federal law, by the barter of drugs or alcohol, or by driving a stolen car across a State frontier, or by an offence against the postal or excise services, he will go to a Federal establishment. Great diversity of practice results from this division of responsibility among 4,000 separate authorities.

The average county gaol retains many of the worst features of the European prisons of 1850. At night the men are grouped in cages; they spend the day in cramped corridors. Even the largest and most recently constructed of these gaols does not allow them to exercise in the open air, though they may be awaiting trial for six months or more. As a rule no classification is attempted. Young and old, the pliable and the hardened, are thrown into closest contact. No work is provided, books are seldom seen; the day passes with cards and conversation and the reading of tattered newspapers; spotty-faced adolescents, like untidy tigers, pace the narrow passage. As nurseries of crime and cesspools of degradation the county gaols are unsurpassed. The authorities allow and encourage the prisoners to form themselves into a kangaroo court, which exacts money from newcomers, maintains a rough discipline, and exercises a shrewd charity. The sight and smell of these places were familiar to John Howard and Charles Dickens, and the continuance of their condition is a strident challenge to civilization. No one in the States denies the scandal, but while the area of authority is so small, and local politics are so strong, public opinion is impotent to cleanse the human stable. The only remedy is for each State to assume the control of its county gaols and bear the full expense.

THE SALIENT FACT

The State penitentiaries vary according to the local circumstances and the policy of those in control. A change of party every two or four years brings usually a change of personnel. Great differences may, therefore, be found not merely between one State and its neighbor, but in the condition of the same institution in the course of the same decade. The Federal establishments under a central administration and a master mind at Washington can follow a uniform policy and retain a fixed objective.

In one feature alone do all three types agree. Everywhere are prisons overcrowded. This is the salient fact of the whole situation. It colors and distorts every phase of prison life, disarming criticism, lowering standards, straining effort, and multiplying risk. Stone walls do not stretch, cell-blocks are strangely unlike soap bubbles. Typical is the position of the Warden whose 800 cells formerly held 700 prisoners but are now required to house 2,000 in custody that must be safe if it cannot always be sanitary. In a cell that is small for one man if he is to spend 12 or 14 hours in it, two bunks are fixed. Soon that solution fails, for men are still arriving from the Courts in scores, many with sentences of 20 years and more. Beds are put out in the cell corridor for men who can be trusted. The numbers continue to grow, the walls are still rigid, so a workshop is emptied and a huge dormitory with 200 beds is formed. The field hospitals in France, where sick and wounded lay on stretchers for hundreds of yards outside the huts designed to shelter them, afford a grim parallel to the condition that exists in some of the State penitentiaries.

Where the pressure on space is so acute, it is clear that any scientific classification of prisoners is quite impossible. Even if first offenders could be kept at night from the more persistent criminals, they would meet daily in the dining-room and the prison yard. Where there is no room, there can be no classification. More serious is the weight of numbers on any attempt to train prisoners in character and habit. The arts of mass production are of no avail in the betterment of manners. Beef can be crammed into tins and useful food will emerge 3,000 miles away; but if men are crammed into cells and, with no regard for their individual need or weakness, forced through a uniform program of work and food and wireless, it is likely that only poison will result. The task of finding somewhere for each man to sleep, and perhaps a corner where he may work, is so urgent that the more subtle task of knowing each and training each can never be attempted. There ensues a further danger lest numbers may become so important as to be in themselves a source of pride. One prison published its statistics of population under the title "Gains and Losses." Every reception was a gain, every discharge was a loss.

A HONEYCOMB OF STEEL

In the State reformatories for offenders between the ages of 16 and 25, where the numbers are sometimes under a thousand and a program of individual training might be attempted, the methods adopted are not usually those of the modern educationist. The buildings have the appearance of a prison, the lads live in a honeycomb of steel cells, are drilled in vast companies, the individuality of each is known to none. The genius of the country lies rather in handling the remorseless detail of a great organism, and in the cold-blooded reduction of human action to a scientific system, than in that subtle art of education which defies all charts and diagrams. The only measure of the Superintendent is in terms of size, and he counts only in numbers. If you ask what sort of farm is attached to the school he gives the number of its acres, but makes no mention of the soil; if you seek to learn the value of religion in his system of training he will tell you that the chapel seats 1,000, but will fail to comment on the spiritual value of the chaplain.

The addition of psychiatrists and psychologists to the *personnel* of nearly every large establishment should have increased the knowledge of the individual offender. Unhappily too much was claimed for these sciences as they entered the prison field; they were methodized before their exponents had studied the nature of their material; there results an attempt to apply the terms and the technique of an exact science to the incalculable mysteries of human conduct. Here and there these worthy twins have been of some diagnostic service for the purpose of classification, but after this preliminary task has been effected they seem to have no further contact with the individual offender and to contribute little or nothing to the problem of his training. A program of industrial training and general education, with too slight a measure of physical exercise, and a spice of recreation in the form of moving pictures, is scheduled for all comers, and there is a vague hope, unjustified by results, that if an adolescent goes through these movements for 20 months somehow or other his character will change and he will become a good citizen of the commonwealth. These adolescent offenders present the spear-head of the problem in America and England, for if we fail with them the community will be burdened with recidivists of an age and type most dangerous to its peace.

II.—Breaks from Convention

A POLICY OF TRUST

Imprisonment is a tempting device to the harassed citizen. When he tidies a room at home the article that does not fit anywhere is shot into a cupboard; and a troublesome neighbor who ill-accords with his environment may similarly be shelved in prison, for want of a better disposal. Civilization has grown used to this convenient if expensive solution and is apt to be lazy in

the search for an alternative. In some states of the American Union the building of vast new prisons, containing 6,000 in-destructible cages of steel, represents a real danger, in that it harnesses the administration of the law to the method of imprisonment. So long as the cages are there the Courts will be tempted to fill them. There is nothing so terrible about these new prisons as their permanence. Trouble should be "ironed out," if we may borrow an inimitable phrase that America has coined. It is, however, easier to bottle it up in receptacles called prisons, where stone walls with buttresses and strong men with hip-pockets may deal with the problem of its effervescence.

Fortunately, however, the charm of uniformity does not exercise the same grip throughout America. Many of her States have broken away from the conventional idea of a prison and sought a simpler way of dealing with the bad citizen. They realize that prisoners vary infinitely, not only in type and criminality, but in the degree of security required to hold them. Some are implacable foes of all authority, desperate and reckless, and for them a maximum degree of security represented by high walls and a perfect embroidery of steel and iron will be inevitable. No one would locate a resentful lioness in a bell-cant. There are others, not inclined to violence yet impatient of confinement, for whom a moderate degree of security will suffice. A high wall must surround them, but the buildings within will not be costly, for a room is less expensive than a cell. There is yet a further class of prisoner who can, for a variety of reasons, be held by a minimum degree of security. For them the walls fade away, the cell-blocks dissolve, and we find them in the comparative freedom of a prison-camp, sometimes surrounded by a wire fence, but often encircled by that invisible chain we call "within bounds."

LIKE PIONEERS

America has adopted this policy of camps for some of her prisoners not merely to relieve the overcrowding of her prisons, but as being the right way of dealing with a certain class of offender. Various categories are found to be suitable for this treatment, and are transferred after analysis and classification from prison to camp. There are men approaching the last years of a long sentence who have more to lose than to gain by effecting an escape. Some men of respectable antecedents do not want to bring further disgrace upon family and friends. There are those who realize that their chance of an early parole is far greater if they work hard in camp, others whose sense of honor is as a shield against all temptation, and some again so dull and lethargic as to be immune against the fever of freedom.

In these camps 200 men or more, many of them recidivists and some with long years to serve, live simply in wooden huts, working on the reclamation of land, the construction of new roads, or the afforestation of a bare hillside. The atmosphere is that of a lumber-camp in the North-West. They have the bearing of

pioneers, they undergo a training far more appropriate to their future than the slow and meticulous régime of prison life. We have to thank America for the contribution of the prison-camp as a valuable break in the uniformity of prison walls.

In the difficult matter of prisons for women the States have set a great example. In several areas, and notably in the Federal administration, they have abolished imprisonment for women and instituted cottage reformatories. Here women and girls are collected in groups of ten or twenty. They live and work in small units and know neither walls nor wire as an enclosure. The women in charge of these reformatories have the light of heaven in their eyes and their feet firmly grounded in common sense. There is a remarkable feeling of corporate life and individual growth in the cottages. America is teaching the world that a woman's prison is an anomaly, that it is unnecessary and misplaced. If she is to learn a lesson, she can do so in the home life of a cottage more readily than in an amorphous mass behind a wall too high for her low skirts.

The prisoners of America are better dressed and better fed than those of England. Their clothes fit them, and leave a margin for the expression of personality. It is something of a shock to come back to England and see men in the shapeless dress of the average prisoner. The men of their daily meals is more varied, and costs far more than is allowed in this country. As a rule all meals are eaten in a central dining-room, where men sit in silence while a band plays, and they contribute a wayward obligato of knives and forks. It is considered, with some reason, messy and unsocial for a man to eat alone in his cell.

THE CONTRACT SYSTEM

We must pass to the great question of work, which is at the same time the most deterrent and the most reformatory feature of prison life. The problem of employment within prisons and reformatories has reached a critical stage. In many State prisons the workshops have been virtually in the hands of outside contractors, who buy the material and sell the products, paying the prison for the labor of its inmates at a piecework rate. Part of this payment is passed on to the prisoner as a form of wage. This contract system cannot be defended. It is merely a shelving of responsibility by prison authorities, who find in it an easy and profitable way of employing their prisoners. It may lead to the grossest forms of sweated labor; it imposes on grown men the most useless type of work, wholly unrelated to their previous or subsequent calling; and it abuses the position of their prisoners by making them an inexhaustible pool of cheap labor from which a private firm may draw its profits. The continuance of this system is threatened by a new law which, becoming operative in 1934, will regulate the sale in one State of goods manufactured in the prisons of another State.

At present the overcrowding of the prisons has outstripped the power of either contractor or State authority to provide employment. In every prison there are working parties where ten men drift through the day doing the work of two, and in one penitentiary as many as 2,000 men are wholly idle, sitting in their cells all day, only leaving them for their visits to the dining-halls. This position will be even worse when the contract system is killed by the new law.

Work alone cannot fill the day or occupy the mind. There remain a body to exercise and a brain to satisfy. I found little in America to parallel the growing use of physical training which marks our English system and, apart from the teaching of illiterate prisoners by other prisoners, there is little of an educational program to deserve attention. More serious still is the scant interest paid to the primary importance of religious training in many of the State prisons.

"In all the public establishments of America the greatest courtesy prevails," wrote Charles Dickens 89 years ago, and with the officer who today opens wide the outer gate to admit us to his prison that courtesy has ripened into the friendliness of an unaffected welcome.

Between the outer and the inner gate is a small armoury, where revolvers and blackjacks, with tear guns and bombs, are kept in some profusion. The use of the latter in case of riot illustrates the fertility of ideas that characterizes an American prison. A single guard with a gas-gun may stem a mob; the sting of the gas takes the sting out of their attack; it disperses the rioters and leaves no casualties. Between the gates also is the Warden's office, and here the same tradition of welcome invariably obtains. Few men have been required to endure the tension and the criticism that have befallen the Wardens of American prisons in the last few years. Seven days a week they bear the strain of uncertainty; the slightest explosion suggests a shot. Rarely do they leave the prison for more than two or three days in a year. Whatever may happen the Press, like a weathercock with St. Vitus's dance, will attack them from one angle or another. There are those who think that every prisoner is a patient for the doctor, that every order is tyrannical and enforcement of obedience is always brutal.

On the other hand, the Warden is as often assailed with the contrary charge that he is coddling and pampering the dangerous criminals in his care because of the amusements he allows them. Faced with the task of keeping 1,400 men in a prison that was just full five years ago with 400 men, he installs wireless and brass bands and talking pictures, in the hope that by making a good deal of noise he may keep the men quiet. The privileges which a prisoner enjoys should form part of a considered and constructive scheme of training, but in too many of the States they are given merely as a sop to mitigate the evils of overcrowding. Let it be remembered also that the Warden never chose the position that he fills. It came to him probably as a reward for political services, and

when the party he supports falls from power he must seek another way of livelihood.

But we have halted too long between the gates. On our emerging from the Warden's office the inner gate swings open at a touch from the trusted prisoner who operates it. A little strange to find a prisoner at so critical a post. He represents one of the deep surprises of the American system. In the office alongside girl clerks are prisoners searching the records, calculating the cash and even censoring the letters of fellow-prisoners. They wear white cricket shirts and white trousers, and an occasional millionaire banker looks as though he were on a yachting cruise. In a certain prison the gate of the little block where condemned men wait for death was unlocked by a prisoner. There are those in our English service who would have been mute with horror at such a spectacle. In one city prisoners go out to work as clerks in the town hall, and on one occasion a prisoner drove me 200 miles in a car, and set back alone on his return journey through the snow.

At the other end of the scale are men who can be so little trusted that for years together they are never on any pretext allowed outside the cell-block. Some are tougher than any man ordinarily handled in England; they exhibit an utter disregard for human life, and feel for a gun as others would for a handkerchief; brazen and defiant in manner, they spit with a savagery other men would reserve for golf. Their experience of prison does not always humanize them. Others are men of honest and decent habit who would never be sent to prison by an English Court. In a large establishment the staff would have to be doubled if their services were not freely utilized. Between these extremes lies the paradox of the average prisoner, more hardened in crime and rougher in calibre than his English compeer, yet not so mischievous in the small misdemeanors of institutional life. He is not an object of suspicion and is treated more like the inmate of a common lodging-house than a prisoner. The furniture of his cell shows that he is regarded as a reasonable being, and not as a fractious child who in a tantrum may destroy the common objects of life. Friends can send him a tie and a jumper, which break the uniformity of prison dress and preserve him from sinking his identity. As he passes in and out of the gate he is within a few feet of a loaded rifle, but the Warden calls him Joe! A strange mixture of firearms and familiarity, difficult to translate to another country.

The American system has this great advantage, that it does not make a bad man into a good prisoner. He remains throughout his time of incarceration a man of independent mien and ordinary speech, a distinct individuality; more ready to resume his place as a free citizen than a man who has been repressed into an uncongenial mould for many months.

The last and most abiding memory of anyone who passes through the prisons of America is one of gratitude for the freedom and friendliness of speech and the abounding welcome and

good will shown by all ranks of her prison services. To visit America is to discover kindness everywhere. A country whose human material is so fine, with charity as wide as her prairies, and courage that strides from sea to sea, will in time solve the problem of her prisons.

* * *

Riker's Island Penitentiary It is gratifying to the association and the various organizations that have worked for so many years and cooperated so effectively for a new penitentiary, to report that the institution located on Riker's Island is rapidly becoming a reality. During the year the cornerstone was laid, and the General Secretary of the Prison Association presided on that occasion, and, in addition to the introducing the various speakers, reviewed the long campaign and the reasons for a new institution. Before laying the cornerstone His Honor, Mayor Walker, paid glowing and fitting tribute to Richard C. Patterson, Jr., Commissioner of Correction. Com-

missioner Patterson told the civic and welfare workers, penologists and city officials, who had come to the Island for the ceremonies, that the new penitentiary was to be "an institution designed to return the prisoner to society better than when he entered it, not worse as is too often true under present conditions." He said, "all those who enter will spend at least thirty days in a receiving building, where they will be examined by psychiatrists, psychologists, medical doctors and social workers. All prisoners who are able will be required to work in the shops, and special attention will be given to developing the habit of industry as well as teaching trades."

Others who addressed the gathering were Miss Jane M. Hoey, assistant director, Welfare Council of New York City; Mr. Robert Appleton, president, Association of Grand Jurors of New York County; Dr. Edward C. Brenner, president, Medical Board, Department of Correction, and Mr. John S. Kennedy, vice-chairman, State Commission of Correction.

The following statement was sealed into the cornerstone together with other documents:

To Those Who Come After us:

Those who are laying this cornerstone today do so with mingled feelings of humility and hope; humility because of the realization of the multitude of threads of heredity, environment, education, association and mental and physical and emotional equipment which go to form the fabric of the offender; and hope that the treatment which these unfortunates will receive in this institution will be the means of salvaging some lives which would otherwise have been wasted.

You who open this cornerstone in the years to come may, in the light of new discoveries in the sciences of human behavior, smile at what may be looked upon as our feeble efforts to solve a problem which up until now has existed since the world began. If so, we hope your criticism will be tempered by the thought that we did the best we knew how in the light of such knowledge and understanding as was given us. That your knowledge and under-

standing may be infinitely greater is the wish of those who are today laying this cornerstone.

JAMES J. WALKER, Mayor
 RICHARD C. PATTERSON, JR., Commissioner
 DR. EDWARD C. BRENNER, President, Medical Board
 ROBERT APPLETON, President, Association of Grand Jurors
 E. R. CASS, General Secretary, The Prison Association of New York, ex-President American Prison Association
 ROBERT L. TUDOR, First Deputy Commissioner
 ISAAC GOLDBERG, Second Deputy Commissioner
 JOSEPH F. FISHMAN, Third Deputy Commissioner

Women's Court and Detention House in Brooklyn

Agreeing that existing conditions are quite unsatisfactory, the association joined with various other bodies in treating the problem of acquiring a women's court and detention house in Brooklyn, where up-to-date, proper, and adequate correctional and reformatory treatment may be undertaken from the very day that a female offender is detained, and pending trial. At the beginning it was suggested that quarters could be provided at the Poplar Street police station, and that in the same building court room accommodations could be arranged. However, careful study showed that this choice would be most unwise, and therefore the association recorded its opposition to the Poplar Street plan with President Henry Hesterberg of the Borough of Brooklyn, and at the same time suggested that consideration be given to: (1) the remodeling of the building on State street between Nevins and Bond streets; (2) the taking over of the Brooklyn Lodge of Elks building on South Oxford street, now temporarily housing the county court, and (3) the erecting of a new building on the Jay street site to accommodate both a court and detention house.

The third proposal seems to be the most acceptable and has won considerable approval. The financial difficulty in which the city finds itself has resulted of course in the abandonment of new construction for the present.

The general secretary, with representatives of other social organizations of this city, at the request of His Honor, Mayor Walker, attended two meetings at City Hall, at which the mayor expressed his opinion that there was danger of an increase in the activities of the "vice ring" in this city. The mayor expressed concern because the police were not making arrests, and wanted some suggestions as to how, in the light of recent vice exposures through the Appellate Division investigation, the people of the City of New York could be made to believe that the members of the police department engaged in checking vice were not quite as bad as they were alleged to be. Subsequent to the first meeting the representatives of the various agencies gathered and agreed

upon a presentation to the mayor. Outstanding in this connection was the agreement that the social service organizations were not to allow themselves to be used by the mayor as a screen for the serious conditions that had been brought to light by the Appellate Division investigation. In connection with the above the association addressed Mayor Walker as follows:

HON. JAMES J. WALKER,
 Mayor of the City of New York,
 City Hall, Manhattan.

MY DEAR MAYOR WALKER:

At a meeting of representatives of private agencies, called by you, at your office, you requested that suggestions be made relating to vice conditions in this city. The Prison Association of New York offers the following:

1. That the city authorities give wholehearted and full co-operation to the Appellate Division investigation, ordered by the Governor, of the magistrates' courts in New York and Bronx counties.

2. That the Police Commissioner reorganize the personnel of the plain clothes squad, and make special effort to place in that squad men who are known to him, on the basis of his long years of experience in the department, for their honesty, intelligence, efficiency, and honorable discharge of their work.

Further, that the use of *agents provocateurs* in prostitution cases should be abolished.

3. That the proposal to centralize the magistrates' courts in the Borough of Manhattan be approved by the city authorities, and that prompt action be taken to put the proposal into practice.

4. That in the selection of city magistrates, only those who can qualify on the basis of good character, intelligence, legal experience and training, should be chosen.

5. That the city authorities initiate and support legislation providing that the list of magistrates to be appointed should be made public, at least twenty days, in advance of their appointment.

6. That the city authorities initiate and support legislation to increase the powers of the Chief City Magistrate, as follows:

(a) Power of Chief City Magistrate to investigate all complaints pertaining to magistrates' courts and personnel, empowering Chief City Magistrate to take testimony under oath in such inquiries and to issue subpoenas requiring witnesses to appear and testify and to produce books and papers in regard to all matters relevant to such inquiry.

(b) Rotation of magistrates throughout all five boroughs.

(c) Give Chief Magistrate power to make all assignments.

7. That legislation be enacted by the Municipal Assembly to make the Bureau of Crime Prevention in the police department permanent, and to ensure that it is equipped with adequate personnel.

8. That the Municipal Assembly enact legislation to transfer the licensing power over dance halls, cabarets, night clubs and pool halls to the police department.

Respectfully yours,

(Signed) E. R. CASS,
 General Secretary.

Numerous attempts were made during the year to keep before the city authorities the Centralization of the Magistrates' Courts the desirability of centralizing the magistrates' courts in the Borough of Manhattan. The committee for the Centralization of Magistrates' Courts in Manhattan, organized in 1928, consisting of representation from the Prison Association and a number of other organizations, continued to be active. Chief Magistrate Corrigan, who was elevated to the General Sessions Court Bench during the year, continues his warm support of the proposal. While no definite action was taken by the city authorities this year, it is nevertheless gratifying to report that approval of the proposal is growing, and this is particularly true with respect to a number of sources where opposition at the beginning was very strong. The Chief City Magistrate, James E. McDonald, at the request of Mayor Walker, and in a spirit of cooperation with the inquiry into the magistrates' courts set in motion by the judges of the Appellate Division, first department, appointed in June, 1931, a Committee on Reorganization of the magistrates' courts, with Magistrate Jonah J. Goldstein as chairman. That committee reported under the date of December 29th, 1931.* Included among its many recommendations are the following:

Central Magistrates' Court in Manhattan—The benefits to be gained from a central magistrates' court outweigh the objections against the establishment of such a court. No time should be lost, particularly because of the low cost of materials and in order to put men to work, to erect on the two blocks now occupied by the Tombs and the criminal courts building (or any other adequate site) modern buildings to house: (1) the Court of General Sessions, (2) the Court of Special Sessions, Manhattan, (3) All magistrates' courts of Manhattan, except the women's court and the family court. (4) All probation bureaus, except bureaus attached to the women's court and the family court. (5) Central Bureau of Criminal Identification, (6) Criminal Medical Clinic. (7) District attorney's office, New York county. (8) Adequate facilities for detaining prisoners to replace the present Tombs should be built on the upper stories of the new structure. The idea of a central magistrates' court, as urged by Judge Joseph E. Corrigan, former chief magistrate, has been approved by the Association of the Bar, as well as the New York County Lawyers' Association, the Merchants' Association, the City Club and other outstanding civic organizations.

Adolescent Court—As and when the central magistrates' court is established in Manhattan, one or more parts should be set aside on an experimental basis for the arraignment of defendants between the ages of 16 and 19 inclusive, as suggested by the courts committee of the Brooklyn Bureau of Charities. There should be a separate detention place for such defendants, a special probation squad of investigators and supervisors, the utilization of all available social and religious aids, and an effective plan of cooperation between police and court in the use of the wardway minor act, so that the adolescent felon and misdemeanant can be studied and treated far more intelligently than at present.

Considerable effort was made by the association to effect the passage of Senate bill No. 1812, by Senator Copeland, to authorize the U. S. Director of Census to compile and publish annual statistics relating to crime and to the defective, dependent

* Full text of the report, December 30, 1931, issue, New York Law Journal.

and delinquent classes. There was no difficulty in getting the bill through the Senate, but for a time it was in danger of being lost in the accumulation of legislation in the house, with the result that considerable effort had to be made to obtain the reporting of the bill from the rules committee of the House. To this end the association not only recorded itself with the chairman and the members of the committee on rules, but succeeded, through a special letter, in having heads of departments and institutions in every state in the Union do likewise. The bill was approved by President Hoover on March 4, 1931.

During the month of April the general secretary of the association was invited to participate in a conference in New York City, called by Mr. W. M. Stewart, Director of the U. S. Bureau of Census, for the purpose of discussing the work of the census bureau in complying with the requirements of the above act. At that conference the various schedules heretofore used by the census bureau were discussed, and considerable thought was given to the amount and kind of information that should be collected. There resulted the appointment of a special committee to work on the details of the schedules, and the general secretary of the association was made a member of that committee. This work was carried on during the year under the leadership of Dr. Thorsten Sellin of the Bureau of Social Hygiene, Inc., New York City, in the capacity of special agent for the Census Bureau. The new schedules will result in the gathering of considerable of the long sought information relative to crime and criminals. Those who have for years urged the need of reliable information and statistics should be highly gratified at the progress that has been made, and should feel well rewarded for their interest and patience.

The general secretary, at the request of the Civil Service State Department of Civil Service, acted as a member of a committee of three* to conduct an examination for the position of warden of state prisons. There were twenty-six candidates. This is the first time that the position of warden has been filled through competitive examination. In this instance the acting as an examiner should be regarded as an important public service, because those who were selected to fill the three vacancies will have to do with the administration of the affairs of the prisons of this State for some years to come. It should also be remembered that every prison system, no matter how carefully planned, must for its success depend largely upon the commissioner of correction and his first line assistants, the wardens.

Also at the request of the State Department of Civil Service, the general secretary and Mr. John S. Kennedy, vice-chairman of the State Commission of Correction, conducted the oral examination

* The committee consisted of E. R. Cass, General Secretary of the Prison Association as Chairman; Mr. John S. Kennedy, vice-chairman, State Commission of Correction, and Mr. Edward S. Greenbaum, an attorney.

tion for the position of principal keeper for State prisons. The general secretary prepared the questions for the written examination, which preceded the oral, and rated the questions.

National Conference of Social Work
As a member of Division II, Delinquents and Correction, of the National Conference of Social Work, the general secretary assisted in shaping the program of the section. At the conference, held in Minneapolis in June, he made two addresses, one on county jails, and the other on prison labor legislation and the health of prisoners. He was re-elected a member of Division II, Delinquents and Correction, for the term expiring 1934.

Article in Annals
In September, a special volume, No. 157, of the *Annals* (a publication of the American Academy of Political and Social Science) was published under the title "Prisons of Tomorrow." The general secretary contributed an article for the volume, entitled "American Prisons Today: A Survey." The volume is an exceptional composite of historical data and modern thought and practice relating to the problem of crime and its treatment.

Reviews and Criticisms
The general secretary had opportunity to examine and criticize the manuscript of several publications bearing on phases of the crime problem, and to review a number of publications on the crime problem generally and special studies.

Parole.
As has been stated in our previous reports, the association is intimately identified with the beginning of the indeterminate sentence and parole in this State, and with the various efforts through the years, and especially during the last ten years, for its improvement. It is exceedingly pleasing to the association that there now exists a full time service parole board, since that arrangement has been urged by the association, as is shown in our various annual reports, since 1916. Therefore, our attitude toward the present parole board since its establishment has been friendly, cooperative, and one of watchful waiting. In the not far distant future it will be well to apply several tests relative to administration and the conduct of parolees while on parole, and subsequent to release from parole, in order to determine to a large degree the real value of the new plan. Certainly, there is no other group in the State that can be more anxious for the success of the new parole organization than the Prison Association of New York, and it will be exceedingly disappointing to us if it is shown at some time in the future that the full time parole board plan is not measuring up to expectations. The degree of intelligence, freedom of operation, courage, force of personality, and zealous application exercised by the three parole commissioners will largely affect the success or failure of the theory of a full time service parole board.

However, the association did become very much concerned when it became known that a request had been made to exempt four positions in the Division of Parole from civil service tests, and in that connection addressed the following communication to the Governor:

HON. FRANKLIN D. ROOSEVELT, *Governor of the State of New York, Albany, N. Y.*

MY DEAR GOVERNOR ROOSEVELT.—It is disturbing to note the report that a request has been made to exempt four positions in the Division of Parole from civil service tests. This association, as you know, has long been interested in the development of the indeterminate sentence and parole, and, the establishment of a full time service parole board was the fulfillment of one of its long standing objectives. The subsequent effort to provide through the civil service examinations a highly qualified personnel to supplement the work of the Parole Commissioners, also won our approval. However, the present proposal to exempt four positions from civil service tests, regardless of what work is to be done by the four persons selected, is a very serious matter. It is a departure that makes for a dangerous precedent. In the various civil service examinations that have been held for the personnel of the Division of Parole it has been necessary for the candidates to demonstrate a high level of qualifications and efficiency. It is hardly conceivable that there has suddenly developed a work in the Division of Parole which cannot be undertaken by those who have satisfied so high a level of civil service requirements. On the other hand, if it is felt that the work calls for experience and qualifications that have not heretofore been required, and are even above the level of the recent civil service examinations, then it seems only logical and consistent to request that the four vacancies be subject to a civil service examination. We earnestly hope that you will not permit any departure from the usual civil service procedure. Such action would be dangerous and would open the way for a gradual breakdown. The State of New York, after lagging for many years, has begun a renovation of its parole methods. You can keep that good work going by not allowing any dangerous exceptions.

Respectfully yours,
(Signed) E. R. CASS,
General Secretary

In his reply Governor Roosevelt expressed doubt as to whether the positions would remain permanently in the exempt class. However, the association still holds that the making of four exempt positions is a bad precedent.

Prison Sunday
Prison Sunday originated in 1884, following a meeting called by the Prison Association of New York, at which three hundred clergymen were present. The purpose of Prison Sunday is to acquaint church-going people more intimately with the problems relating to the administration of penal and correctional institutions and the crime situation generally, and thereby develop a better public understanding of these problems and a more general demand for their treatment. The following communication was sent to clergymen, church organizations, and prison workers in every State of the Union, and represents a part of the association's efforts for the observance of Prison Sunday:

"The setting aside of one day of the year as Prison Sunday is the work of representatives of the church, and we are therefore asking that you carry on in support of a continuation of the fine spirit which prompted their action.

the hands of police. They state that they have been beaten in order to obtain confessions or other information relating to crimes. Because of these complaints and our observations, and the denials made by the police, it is still the hope of the association that the legislature will some day authorize an investigation of the alleged practices. At this writing the Court of Appeals has taken official cognizance of the use of third degree methods in New York City, by setting aside the conviction of a man charged with murder on the ground that his alleged confession had been wrung from him "by threats and brutality." The reversal of the conviction was by a 4 to 3 decision, but that all seven judges had been increasingly disturbed concerning police methods was indicated in the opinion of Justice Lehman, who wrote:

"The growing number of instances in which officers of our police forces stand accused at our bar of threats and brutality in the extortion of confessions is a cause of deep concern to all the judges of the court."

The defendant in the above case asserted that he had been beaten for four hours by policemen in room 221 at police headquarters, that he had been denied food until after he had made a false confession dictated by the police, and that he had not been taken into court until two days after his arrest. The four judges were led by circumstantial evidence to take the word of the defendant against the police in regard to the beating. The fact that the police had held the prisoner for two days without taking him into court was admitted. "The willful violation by the police of the statute which calls for a prompt arraignment is a crime," Judge Lehman wrote in an opinion concurred in by Chief Justice Cardozo and by Judge Pound. "An officer who holds a prisoner in custody instead of taking him to the nearest magistrate without unreasonable delay should be disciplined by his superiors and prosecuted by the district attorney like any other criminal. A district attorney who willfully neglects to initiate such a prosecution after knowledge of the offense may be guilty of a crime himself." After discussing the evidence that the prisoner had been mistreated Judge Lehman wrote, "This is a plain wrong for which somebody should be punished."

The New York Times treated the case editorially as follows:

THE THIRD DEGREE

Last August the report of the Wickersham commission on "Lawlessness and Law Enforcement" was made public. Instances of extreme brutality, mental and physical, used by the police to extort confessions were cited. The conclusion was reached that "the 'third degree' is widespread throughout the country." Studies were made of conditions in fifteen cities. New York was especially discommended. The New York police authorities denied, as did those of the other cities. Some part at least of these denials must be regarded as professional. From 1929 to 1930, inclusive, appellate courts held in sixty-seven cases that the third degree had been used. On that ground the New York Court of Appeals has just reversed by a 4-to-3 decision a conviction for murder and ordered a new trial.

The defendant had been held for a day and a half before arraignment. The presence of five officers had somehow been necessary before he made his

"voluntary" confession. He said that he was threatened and beaten. At any rate, his shirt had become blood-soaked and a kind policeman gave him a fresh one. Judge Lehman reminds the police that it is the misconduct of officers of the law that has brought suspicion upon them. Sometimes, in fact, high police officials have defended these illegal and savage practices. In this case it was the duty of the police to arraign the prisoner before a magistrate in a reasonable time. Will any one pretend that thirty-six hours was reasonable?

Judge Lehman's rebuke to the police was deserved. It is the common belief of the community that the third degree is widely practiced by the police. The Wickersham report quotes a former judge of the Court of Appeals as saying that "a coerced confession has become a standardized defense." So, in many cases, the minds of the jurors are turned away from the question of the defendant's guilt to that of his alleged ill usage. When officers have elicited a confession by violence and the confession is used as evidence, they are naturally inclined to deny the use of force.

There is a temptation to perjury by the police, and—that is more to our present point—a disposition on the part of jurors (who know that the third degree exists and who do not credit the denials) to disbelieve police testimony. A standard question to jurors in a great city—whether or not they will be ready to convict on police testimony—shows how widespread is the suspicion of such testimony. The third degree feeds the suspicion and by so doing hampers the prosecution.

Psychiatric Clinic

There has been established in the Criminal Courts Building a psychiatric clinic to be used for the observing of cases coming before the Court of General Sessions and the Magistrates' courts. This clinic is made possible under Section 692-n of the local statute establishing a department of hospitals. The Prison Association desires to call attention to its repeated efforts, beginning as far back as 1928, in cooperation with Judge Collins of the Court of General Sessions and others, to establish a clinic as a part of the Probation Bureau of the Court of General Sessions. Requests were made of the city authorities and then legislation* was attempted in Albany. The bill was not signed by the Governor because the satisfactory approval of the Mayor could not be had. The local law referred to above, establishing a department of hospitals, added to the complexity of the situation and gave further opposition to the proposal that there be a psychiatric clinic for the probation bureau of the Court of General Sessions. The Association from the start favored a separate clinic for the purpose of experimentation and demonstration. The hospital law authorized the setting up of a psychopathic division to supply psychiatrists or alienists for mental and psychiatric examinations to the Department of Correction and the probation officers of the various courts. The possibility of adequate and efficient administration of such an important service through a central agency is questioned, at least as a beginning. The Association believes in the principle of centralization and the avoidance of duplication in the interest of economy and efficiency, but before supporting the idea of a central psychiatric service it was anxious for a demonstration of psychiatric service in one court. However, it is felt

* See reference to Senate Int. No. 411, Pr. No. 419, page 74 of this report.

that if there had not been the earlier agitation for a clinic for the Court of General Sessions, the present clinic, inadequate and unwieldy as it may prove in its administration, would not be a reality.

Every day the association is called upon by **Advice and Counsel** mail or personal visit to give advice and counsel to individuals who are in some kind of family or employment difficulties, or whose friends or relatives are in conflict with the law.

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

Relief Activities The association, like all other organizations endeavoring to treat the distress and needs of unfortunate people, experienced during the year 1931, because of the nation-wide and world-wide economic situation, an unprecedented demand on its relief bureaus, requiring a record expenditure of money. The amount expended was in excess of that actually received, thereby necessitating the association's borrowing from its endowment fund. There was expended as direct relief (actual expenditure without any administrative charge) for the families of men in prison \$10,263.78, and for men released from prison \$7,811.16, a total, \$18,074.94* representing about 41% of the total expenditure for the functioning of the association during the year. It is very gratifying to report that due to cooperative and volunteer service the association was able to take on the added work without increasing its staff, and thus keep its administrative costs at a minimum.

The files of the association reflect the widespread distress among our clients and their many needs. These needs we endeavor to treat as adequately as is humanly possible. Many letters addressed to Miss Stella E. Packard, in charge of our Relief Bureau for Prisoners' Families, and Mr. F. S. Rivers, in charge of our Bureau for the Relief of Discharged Prisoners, indicate the genuine appreciation of our clients for the warm, sympathetic and helpful assistance rendered them.

* Cash, food, clothing, lodging, rent, transportation, license fees, medical attention.

Relief of Prisoners' Families

The cost of crime is usually measured in terms of dollars and cents as it relates to thefts, the destruction of property, or the maintenance of police, courts, institutions, etc. However, the pitiful distress in which the dependents of those who come into conflict with the law find themselves, often without a moment's notice, is a part of the whole picture of the crime problem that is not generally seen. It is not only the lack of material things that these people suffer, but it is the shame and disgrace experienced by young wives, old mothers and children, that can never be fully understood and appreciated except through the hard experience itself. To have one woman say to another, "Your husband is in prison," or one child say to another, "Your father is in prison," is sufficient to break the heart and courage of most people. Therefore, the Prison Association aims to help these innocent sufferers promptly, sensibly, and as liberally as funds will permit. Such help does not mean that all applicants need money, or that they all ought to have money. Sound advice and the willingness to stand by a family or an individual is often the best possible help. The young mother who is wholly unaware of the criminal conduct of her husband, in whom she had full faith, is often unable to determine for herself what to do when the crash comes. She is in need of the experience and guidance that can be given as a result of years of close contact with such cases. There is nothing sentimental in this effort. It is plain human decency. It is a very definite form of crime prevention. We find that most mothers, and certainly all of the children, who come to our attention are worthy of help, and we also know that without that help there is grave danger of mothers and children going to ruin. This sometimes means more crime, with its attendant cost to the public.

From our records it is very easy to cite case after case that would convince even the hardest hearts that something should be done to make certain that these unfortunate people will have food, shelter, clothing and wise and sympathetic guidance.

The following tabulation gives a vivid picture of the diversified and widespread assistance which is given directly or indirectly by the association to these families:

STATISTICS OF RELIEF BUREAU FOR 1931	
Families under care January 1, 1931.....	194
New families received during the year.....	284
Old cases reopened.....	18
Total number of families cared for in 1931.....	496
Cases closed during the year.....	236
Families under care December 31, 1931.....	260
Visits to homes of families and contact with agencies.....	1,426
Persons provided with a Thanksgiving dinner.....	333
Persons provided with a Christmas dinner.....	465

Children provided with toys at Christmas time.....	267
Women referred to hospitals for general examinations.....	52
Children referred to hospitals for general examinations.....	43
Women referred to dental clinics.....	38
Children referred to dental clinics.....	40
Women referred to eye clinics.....	18
Children referred to eye clinics.....	15
Women referred to mental hygiene clinics.....	11
Children referred to mental hygiene clinics.....	9
Women referred to pre-natal clinics.....	20
Women with babies under one year referred to Baby Health Stations.....	24
Women referred to cardiac clinics.....	16
Children referred to cardiac clinics.....	14
Women referred to asthma clinics.....	8
Women referred to skin clinics.....	16
Children referred to skin clinics.....	32
Women referred to convalescent homes.....	34
Children referred to convalescent homes.....	26
Children sent away to the country during the summer.....	198
Referred to the Boy Scouts.....	47
Referred to the Girl Scouts.....	28
Girls referred to the Camp Fire Girls.....	14
Children referred to Settlement clubs and classes.....	89
Boys referred to the Boys' Club of New York.....	40
Children referred to Day Nurseries.....	85
Children referred to summer play schools.....	63
Children referred to church clubs.....	27
Boys and girls referred to Y. M. C. A. and Y. W. C. A. clubs and classes.....	38
Boys referred to the Protestant, Catholic and Jewish Big Brother organizations.....	46
Girls referred to the Protestant, Catholic and Jewish Big Sister organizations.....	32
Women referred to employment agencies.....	130
Boys and girls from 14 to 19 years of age referred to employment agencies.....	96
Women referred to the U. S. Bureau of Naturalization to apply for citizenship papers.....	12
Women referred to the New York City Department of Public Welfare to apply for old age allowances.....	26
Women referred to the Board of Child Welfare, eligible for allowances for their children under the State law.....	76
Women referred to the American Legion or the Spanish War Veterans' Association eligible for allowances from the Veterans' Division of the New York City Department of Public Welfare.....	44
Families living out of town referred to various relief agencies in their own communities.....	24

Employment and Relief Bureau

Relief is only as good as it works. Therefore, the association through its Employment and Relief Bureau aims to treat each applicant, so far as is practicable, according to his individual needs. Readjustment must start largely with the man himself, but long experience has taught us that to this there must be added in many instances sympathetic understanding, wise guidance and material assistance. Many varieties of offenders, boys, young men, hardened types, come to us for one form or another of assistance. They range from those who have been awaiting trial in the Tombs and those who have been sentenced for short periods in city or county institutions, to those

who have served longer time in the state and federal institutions. Then there are those who are referred to us directly by judges of the courts, by probation bureaus and parole officers identified with the New York City Parole Commission or the State Division of Parole. Each of our clients represents somewhat of a distinct and individual problem. However, as a group they can be roughly classified as those who have no particular friends, or relatives, and, most serious of all, no definite place to go to, or opportunity for employment. They are human beings who have to lead more or less of a nomadic life, being shunted from place to place, and finding it distressingly difficult to carry on. Their needs vary. For one it is just a job; another, enough money to pay a night's or a week's lodging; another, food and clothing; another, the adjustment of a difficulty existing between man and wife or relatives; another, medical treatment, and for many a genuine evidence of a willingness to give counsel and guidance. What so many of these men need is to feel that some one substantial in character and disinterested in friendship is willing to go along with them in their efforts to get on their feet. Often it is heard said in our relief bureau, "I am glad you talked with me, because it helps me to better understand and to go along with the feeling that some one is interested in me and is trying to give me a helping hand."

Of course we do not mean to give the impression that all the men who come to us feel that we are satisfying all of their various needs. There are naturally some men who are never satisfied, and whether or not they are mental cases, or simply selfish beings who want all they can get without any particular effort on their part, or without any regard for the other fellow, is a question that we are not always immediately able to determine. The rank and file of men who come to the association we know, from ample evidence in our possession, feel that they are treated courteously, considerately, and with sympathetic understanding, and that they will receive, in instances where such is necessary, material aid in so far as it is possible for us to give it.

The year 1931 was a hard one for the man without a criminal record, and it was doubly hard, to say the least, for the man with one. At times when there are no jobs for the free man it is extremely difficult to find employment for the ex-prisoner, especially 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 necessary 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 another chance. This group of friends represents a development over a long period of years; it represents a group that needs to be added to and replaced from time to time because of failures, loss of interest or changing business conditions. Yet the association recognizes this as an important part of its work, and is continually endeavoring to add to those who are willing to join with it in its efforts.

However, while it is never, even in good times, an easy task to

find worth while jobs for ex-prisoners, the association was, nevertheless, during the year 1931 surprisingly successful. As is shown in our statistical presentation, jobs were found for 607 of our clients.

The fact should not be lost sight of that, even with the disgrace of a prison sentence and the abnormalities of prison life, the period just out of prison is the hardest time for most offenders, a time when society's interests need to be best protected. The man out of prison is very often bewildered, uncertain, bitter, and frequently open to the temptations offered to him by false friends or other persons with designing minds and selfish motives. It is through this period that the association aims to stand by and be a true friend to the man who shows a desire and a willingness to cooperate and to do what is right. In this way not only is the individual aided but society is protected. This work is in no sense sentimental, but to a large extent embraces the sound elements of honest and decent business practice. The honest manufacturer aims to produce a product that will satisfy and serve to a maximum the consumer, the Prison Association aims to help men so that they will no longer be a burden and a menace to society.

We could at length relate our experiences, some of them sad and some of them very amusing, with those who come to us. However, that is not the essential side of our work, certainly so far as the amusing phase is concerned. We do not intend this report to be entertaining in that light. However, we do want to bring home the fact that the association in dealing with its clients stands first for the protection of society, and in a practical application of that thought does everything that is humanly possible and within its power to establish ex-prisoners in good standing and to save them from reverting to crime.

STATISTICS OF THE BUREAU

January 1st, 1931 to December 31st, 1931

Interviews	9,876
Different men interviewed	7,516
Men who applied for relief	6,743
Times relief was given	8,537
Men who applied for employment	4,983
Men placed in employment	607
Meals provided	16,817
Lodgings provided	4,896
Men receiving clothing	891
Men receiving cash	1,818
Inmates visited in Tombs City Prison	760
Visits to other penal institutions	187
Men referred to hospitals and clinics for treatment	401
Visits to employers	309
Visits to men at work and at home	283
Visits to courts, probation bureaus and social agencies	292

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 other 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.

As set forth in the statistical summary on Page 70, contact was had during the year with 760 inmates.

Requests for Legal Assistance

Frequently at the time of visits to the Tombs prisoners ask that they be provided with legal assistance. If the inmate seems deserving and our visitor is satisfied that he is without financial means, his request is brought to the attention of the Voluntary Defenders Committee of the Legal Aid Society. In this connection the association again desires to record its high regard for the prompt and diligent service rendered by the committee, and to once more report that it has always found Mr. Le Roy Campbell, chief counsel, and his associates wholeheartedly willing to do their best in every case. It is felt that if the opponents of the idea of a voluntary defender in this and other States could know more intimately of the excellent service rendered by the committee they would quickly withdraw their opposition. The Voluntary Defenders Committee certainly has no desire to reduce the opportunity of the legal profession to earn a living. However, it does have an earnest desire to render a humanitarian public service through the helping of those accused of crime, and who are without means to obtain suitable legal representation. We know from experience that the Voluntary Defenders Committee satisfies itself that the defendant is unable to pay, and that thereby he is entitled to the service it has to give. We know also, on the other hand, that the committee in determining whether the defendant is without financial means does not do so for the purpose of regulating its interest and service to the extent of the defendant's bank account or the financial resources of his friends, or with the idea of bringing about the hypothecation of jewelry or other property. In other words, each case is considered in accordance with the purpose for which the committee was established and not for the purpose of grinding money out of the defendant or his parents or friends by relentless inquiry or exaggerated representation.

CHAPTER III LEGISLATION

During the year 1931 the association continued its long practice of being represented and active in Albany, and on its own initiative or through suggestion brought about the introduction of bills. For the passage of these bills it made earnest endeavor by recording its views with the respective legislative committees and individual members. Those bills requiring opposition were carefully watched while before the committees, and in instances where they were reported favorably from committees the opposition was continued through contact with members in either house. The association's stand for or against bills was, as usual, registered with the Governor.

Bills Approved by the Association

Senate Int. No. 14, Pr. No. 14, Assembly Int. No. 10, Pr. No. 10: Appropriates \$20,000 for plans and specifications for a new state institution for defective delinquents. Failed of passage.

Senate Int. No. 15, Pr. No. 15, Assembly Int. No. 12, Pr. No. 12: Creates state debt and appropriates \$30,000 to acquire site for new state institution for defective delinquents. Failed of passage.

Senate Int. No. 16, Pr. No. 16, Assembly Int. No. 13, Pr. No. 13: Appropriates \$20,000 for plans and specifications for a new state reformatory. Failed of passage.

Senate Int. No. 17, Pr. No. 17, Assembly Int. No. 11, Pr. No. 11: Creates state debt and appropriates \$30,000 to acquire site for a new state reformatory. Failed of passage.

Senate Int. No. 18, Pr. No. 18, Assembly Int. No. 8, Pr. No. 8: Amends section 2185, Penal Law, by providing no person over 25 years, instead of 30 as at present, shall be sentenced to Elmira reformatory. Passed. Chap. 431, Laws of 1931.

Senate Int. No. 19, Pr. No. 19, Assembly Int. No. 9, Pr. No. 1040: Amends sections 90 to 94, Correction Law, and section 2187, Penal Law, so as to provide for discontinuance of state prison for women at Auburn, and for its transfer to Bedford Hills Reformatory. Passed. Chap. 434, Laws of 1931.

Senate Int. No. 20, Pr. No. 2457, Assembly Int. No. 6, Pr. No. 6: Adds new sections 450, 451, Correction Law, repeals sections 240 to 244, State Charities Law, by making state training school at Albion an institution for care of female defective delinquents, inmates not mentally defective to be transferred to reformatory at Bedford Hills. Passed. Chap. 456, Laws of 1931.

Assembly Int. No. 84, Pr. No. 665, Senate Int. No. 73, Pr. No. 480: Authorizes the creation of a state debt and makes appropria-

tions for the construction of certain state buildings and permanent betterments. (Provides in part for improvements and new construction at Auburn Prison.) Passed. Chap. 29, Laws of 1931.

Assembly Int. No. 88, Pr. No. 583, Senate Int. No. 78, Pr. No. 403: Creates state debt and appropriates \$20,000 for construction of certain state buildings. (Provides for a new prison and additional construction at Attica Prison, the Reformatory at Bedford, and Great Meadow Prison.) Passed. Chap. 14, Laws of 1931.

Senate Int. No. 99, Pr. No. 99, Assembly Int. No. 153, Pr. No. 153: Amends section 695, adds new sections 695-a, 695-b, Greater New York Charter, so as to give correction commissioner control over jails in Bronx and Richmond counties as well as Kings and Queens, and over court pens and vans. Failed of passage.

Assembly Int. No. 165, Pr. No. 1039, Senate Int. No. 103, Pr. No. 773: Amends section 2184, Penal Law, by providing boys between 16 and 18 years adjudicated to be a juvenile delinquent, or found to be a disorderly person or wayward minor or vagrant or found guilty of any other offense except misdemeanor or felony may be sent to a house of refuge. Passed. Chap. 127, Laws of 1931.

Senate Int. No. 141, Pr. No. 1861, Assembly Int. No. 257, Pr. No. 2524: Amends section 105, New York City Inferior Criminal Courts Act, for publication in City Record of notice that mayor will appoint special sessions justices or city magistrates at end of 20 days. Failed of passage.

Senate Int. No. 159, Pr. No. 2471: Amends subdivision 1, section 1897, Penal Law, making it a felony to carry or possess an imitation pistol, machine gun or sawed-off shot gun. Passed. Chap. 435, Laws of 1931.

Senate Int. No. 344, Pr. No. 346, Assembly Int. No. 442, Pr. No. 445: Adds new section 205, Mental Hygiene Law, creates a board in the department to determine and certify qualified psychiatrists. Failed of passage.

Senate Int. No. 345, Pr. No. 347, Assembly Int. No. 441, Pr. No. 444: Amends sections 336, 658, adds new section 598-a, repeals sections 659 to 662-a Criminal Code, establishing a new practice in court procedure where defendant enters defense of insanity at time of commission of alleged crime, court being authorized to appoint psychiatrists or mental experts to examine defendant. (This bill was favored in principle since it was intended to curb an evil which the Prison Association and other organizations had on a number of occasions, and during this session, attempted to curb through legislation. See Assembly Int. No. 409, Pr. No. 411.) Failed of passage.

Senate Int. No. 378, Pr. No. 1076, Assembly Int. No. 55, Pr. No. 1282: Adds new sections 827 to 856, renumbers 836, as 870, Criminal Code by providing for a uniform criminal extradition act. (The Prison Association favored this bill in principle.) Vetoed.

Senate Int. No. 411, Pr. No. 419, Assembly Int. No. 575, Pr. No. 588: Adds new section 939-a, Criminal Code, for establishing psychiatric clinic in connection with probation department, General Sessions Court, New York County. Failed of passage.

Senate Int. No. 491, Pr. No. 503, Assembly Int. No. 686, Pr. No. 708: Amends section 395, Criminal Code, by requiring the court, where defendant claims confession was obtained under influence of fear produced by threats or violence, to order immediate investigation and providing for exclusion of confession as evidence. Failed of passage.

Senate Int. No. 680, Pr. No. 710, Assembly Int. No. 1049, Pr. No. 1103: Amends section 182, County Law, by authorizing the sheriff of a county jail to appoint a matron. Failed of passage.

Senate Int. No. 681, Pr. No. 711, Assembly Int. No. 1050, Pr. No. 1104: Amends section 111, New York City Inferior Criminal Courts Act, by providing females detained in a cell or room, awaiting trial, must be in charge of a matron appointed by majority of special sessions justices and boards of city magistrates. Failed of passage.

Senate Int. No. 682, Pr. No. 712, Assembly Int. No. 1048, Pr. No. 1102: Amends section 501, Correction Law, by providing county jail physician must examine each person committed and ascertain if such person is suffering from any contagious, infectious or communicable disease or is a mental defective or insane. Failed of passage.

Senate Int. No. 847, Pr. No. 900, Assembly Int. No. 529, Pr. No. 539: Amends section 115, Correction Law, by providing for a eight hour day and one day week rest for guards and other employees in uniformed service at state prisons and reformatories. (The Prison Association favored this bill in principle.) Failed of passage.

Assembly Int. No. 1835, Pr. No. 2704, Senate Int. No. 930, Pr. No. 1986: Amends sections 51, 59, 95-a, 70, New York City Inferior Criminal Courts Act providing among other things that chief city magistrate shall investigate all matters pertaining to officers and employees of magistrates' courts. Passed. Chap. 547, Laws of 1931.

Senate Int. No. 951, Assembly Pr. No. 2870: Amends section 438, Correction Law, relative to commitments to institution for defective delinquents at Napanoch. Passed. Chap. 459, Laws of 1931.

Senate Int. No. 952, Pr. No. 1032, Assembly Int. No. 1303, Pr. No. 1402: Amends section 442, Correction Law, by empowering correction commissioner to direct discharge of inmate in Napanoch institution for mental defectives where confinement is found to be unsuitable. Passed. Chap. 280, Laws of 1931.

Assembly Int. No. 1539, Pr. No. 1673, Senate Int. No. 1109, Pr. No. 1218: Provides for transferring prisoners from existing Albany

County penitentiary and jail to new County Jail. Passed. Chap. 222, Laws of 1931.

Assembly Int. No. 1798, Pr. No. 2395, Senate Int. No. 1387, Pr. No. 1551: Amends section 220, Correction Law, by making provision abolishing conditional and absolute discharge from parole apply only to paroles from state prisons. Passed. Chap. 304, Laws of 1931.

Senate Int. No. 1388, Pr. No. 1552, Assembly Int. No. 1264, Pr. No. 1353: Amends section 1777 Correction Law, for establishing an emergency fund in department to pay expenses of returning non-resident prisoners to their residence in other states. Passed. Chap. 309, Laws of 1931.

Senate Int. No. 1389, Pr. No. 1553, Assembly Int. No. 1262, Pr. No. 1351: Amends section 114, Correction Law, to permit the commissioner to fix salary of a guard giving meritorious service in an emergency, at a sum in excess of rate based on length of service. Failed of passage.

Assembly Int. No. 1181, Pr. No. 2771, Senate Int. No. 1390, Pr. No. 2254: Amends section 230, Correction Law, by providing for compensation of diminution of sentence of prisoners not to exceed five days each month in case of indeterminate sentence on or terms as imposed by court in case of determinate sentence. Passed. Chap. 348, Laws of 1931.

Senate Int. No. 1391, Pr. No. 2028, Assembly Int. No. 1310, Pr. No. 1575: Amends section 296, Correction Law, by empowering correction commissioner to transfer prisoners from Elmira reformatory to state prisons. Passed. Chap. 302, Laws of 1931.

Assembly Int. No. 1799, Senate Pr. No. 2334: Amends section 219, Correction Law, relative to felonies committed by prisoners while on parole from a state prison. Passed. Chap. 426, Laws of 1931.

Senate Int. No. 1393, Pr. No. 1557, Assembly Int. No. 1309, Pr. No. 2044: Amends section 1942, Penal Law, by providing on conviction of fourth or subsequent felony, penalty shall be imprisonment for from 15 years to life and provides for release on parole. Failed of passage.

Assembly Int. No. 1828, Pr. No. 2189, Senate Int. No. 1426, Pr. No. 1603: Amends section 2198, Penal Law, by providing all male convicts sentenced to a state prison shall be committed to a state prison designated by written order by correction commissioner, as a receiving and classification prison. Passed. Chap. 462, Laws of 1931.

Assembly Int. No. 2084, Pr. No. 2377, Senate Int. No. 1591, Pr. No. 1822: Amends section 472, Correction Law, relative to computing disability benefits to guards or other employees. Passed. Chap. 460, Laws of 1931.

Senate Int. No. 1649, Pr. No. 1904, Assembly Int. No. 2099, Pr. No. 2417: Amends section 122, Correction Law, by providing where warden of state prison is absent from state or is incapacitated or disabled, checks and other documents may be signed by the commissioner or officer or employee designated by him. Passed. Chap. 262, Laws of 1931.

Senate Int. No. 1706, Pr. No. 2360, Assembly Int. No. 2199, Pr. No. 2850: Makes additional appropriations for department of correction. (Provides psychiatric and other personnel for the prisons.) Passed. Chap. 566, Laws of 1931.

Senate Int. No. 1776, Pr. No. 2253, Assembly Int. No. 2254, Pr. No. 2692: Amends certain items provided by chapter 85, Laws of 1930, relative to state reformatory at Elmira. Passed. Chap. 449, Laws of 1931.

Senate Int. No. 1812, Pr. No. 2179: Appropriates \$2,400 additional for personnel service in division of parole, executive department. Passed. Chap. 622, Laws of 1931.

Senate Int. No. 1855, Pr. No. 2244, Assembly Int. No. 2289, Pr. No. 2778: Appropriates \$43,750 for twenty additional guards at Elmira state reformatory. Passed. Chap. 628, Laws of 1931.

Assembly Int. No. 2307, Pr. No. 2806, Senate Int. No. 1879, Pr. No. 2286: Amends section 117, Executive Law, by striking out provision that executive director of board of parole may be removed at pleasure by parole board. Passed. Chap. 649, Laws of 1931.

Senate Int. No. 1881, Pr. No. 2288: Amends sections 120, 152, 170, 205, 304, Election Law, by providing among other things that governor may attach as condition to any pardon, provision that person shall not have right of suffrage until it has been separately restored to him. Passed. Chap. 386, Laws of 1931.

Senate Int. No. 1943, Pr. No. 2480: Amends item appropriating \$1,955,000 in chapter 14, Laws of 1931, for Attica state prison. Passed. Chap. 451, Laws of 1931.

Senate Int. No. 1944, Pr. No. 2481: Amends item appropriating \$125,000 in chapter 21, Laws of 1931, for personal service, maintenance and operation of Attica state prison. Passed. Chap. 450, Laws of 1931.

Assembly Int. No. 2110, Senate Pr. No. 2417: Reappropriates and amends certain appropriations made to state reformatory for women at Bedford Hills. Passed. Chap. 452, Laws of 1931.

Assembly Int. No. 87, Senate Pr. No. 719: Creates state debt and appropriates \$853,500 for purchase of certain lands. Passed. Chap. 31, Laws of 1931.

Assembly Int. No. 409, Pr. No. 411: Amends sections 658 to 662-a, 836, Criminal Code, relative to proceeding when a person in confinement appears to be insane and pleads insanity. Failed of passage.

Assembly Int. No. 678, Pr. No. 1158 (The Senate bill Pr. No. 2223 was passed): Repeals article 12, adds new article 12, Correction Law, repeals section 412, State Department Law, articles 12, 12-a, State Charities Law, and section 154, State Finance Law, relative to reformatories. Passed. Chap. 455, Laws of 1931.

Assembly Int. 679, Pr. 1035: Amends chapter 825, Laws of 1930, so as to extend to February 15, 1932, life of prison investigating commission. Passed. Chap. 20, Laws of 1931.

Assembly Int. No. 1065, Senate Pr. 2503: Appropriates \$25,000 for expenses of commission to study prison administration. Passed. Chap. 639, Laws of 1931.

Assembly Int. No. 1829, Pr. No. 2901: Amends section 243, Correction Law, relative to conditions annexed to discharge of prisoner not subject to jurisdiction of parole board. Passed. Chap. 458, Laws of 1931.

Bills Opposed by the Association

Senate Int. No. 23, Pr. No. 23: Creates temporary commission to select site for a new state prison in which to house habitual criminals and appropriates \$2,000 for expenses. Failed of passage.

Senate Int. No. 942, Pr. No. 1022, Assembly Int. No. 1295, Pr. No. 1384: Adds new sections 255, 256, Correction Law, requiring parole board to study records of fourth offenders serving life sentences, and authorizing Governor to place prisoners under supervision of parole board. Failed of passage.

Senate Int. No. 1192, Pr. No. 1308, Assembly Int. No. 1587, Pr. No. 1726: Amends New York City Inferior Criminal Courts Act by establishing district magistrate's court with a board of district magistrates, district magistrates to be elected in 1931, mayor to appoint chief district magistrate; the present city magistrates' courts and board to be discontinued. Failed of passage.

Assembly Int. No. 1595, Pr. No. 1734, Senate Int. No. 1216, Pr. No. 1340: Amends section 1239, Civil Practice Act, by providing writ of habeas corpus may be made returnable at institution in which person is confined. Vetoed.

Senate Int. No. 1352, Pr. No. 1516, Assembly Int. No. 1857, Pr. No. 2054: Adds new section 24-a, Legislative Law, creating a legislative commission to collect and compile all civil and criminal judicial statistics and report annually to legislature and appropriating \$15,000. Vetoed.

Senate Int. No. 1808, Pr. No. 2447, Assembly Int. No. 2270, Pr. No. 2906: Establishes in New York City a court of domestic relations to be known as the family court and defining its powers, jurisdiction and procedure. (Opposed because of certain objec-

tionable parts. Bill on the whole is in the right direction.)
Failed of passage.

Assembly Int. No. 476, Pr. No. 2421: Amends section 1942, Penal Law, by making penalty of life imprisonment on fourth conviction permissive instead of mandatory. Failed of passage.

Assembly Int. No. 647, Pr. No. 660: Amends sections 1941 to 1943, Penal Law, by making permissive, instead of compulsory, sentences for felony of second and subsequent offenders. Failed of passage.

Assembly Int. No. 1064, Pr. No. 1128: Amends section 1942, Penal Law, to permit court in case of fourth conviction of felony to impose sentence for term not less than twice the longest term prescribed upon a first conviction, but if any two prior convictions shall be for burglary or robbery while armed, sentence shall be for term of natural life. Failed of passage.

Assembly Int. No. 1428, Pr. No. 2788: Amends section 15, Correction Law, repeals section 409-a, State Departments Law, relative to chief of and equipment for division of criminal identification and providing for a modus operandi bureau and appropriating certain sums. Failed of passage.

Assembly Int. No. 1638, Pr. No. 1788: Amends section 261, Penal Law, by striking out provision that if crime attempted is punishable by death or life imprisonment, person convicted of attempt is punishable by imprisonment for not more than 25 years. Failed of passage.

Assembly Int. No. 1953, Pr. No. 2168: Amends sections 407, 2125, 1941, 1942, 1944, 2189, Penal Law, sections 212, 223, Correction Law, by making maximum penalty of 20 years' imprisonment for burglary and robbery first degree and relative to punishment for second and subsequent offenders, to indeterminate sentences and prisoners subject to parole. Failed of passage.

CHAPTER IV

SOCIETY'S RESPONSIBILITY FOR CRIME *

In October, five hundred and fifty persons, representing forty states of the Union and three foreign countries, assembled in Baltimore, Maryland, to attend the Sixty-First Annual Congress of the American Prison Association. In this gathering were members of state commissions and boards of control, judges, lawyers, wardens and superintendents of penal and correctional institutions, doctors, psychiatrists, psychologists, probation and parole officers, clergymen, workers in private organizations devoted to the treatment of delinquency, and citizens interested actively in prison administration and the treatment of crime.

The congress was again timely. The crime problem, its treatment, and prison conditions were still receiving unusual public attention as a result of the interest and concern which followed the prison riots and various investigations and studies. It was felt by those who were responsible for the program that there had been too long a tendency on the part of society to limit responsibility for crime and its treatment. Frequently there comes to public notice statements to the effect that the crime situation is due wholly to one or more, and usually one, of the following: a change in American family life; the failure of the church; the breakdown of the school system; police inefficiency and corruption; the weakness of the judiciary; the poor administration of penal and correctional institutions, and so it goes to an almost interminable list, with each alleged cause having its enthusiastic proponents. As a result there has been a confusion in the public mind. Therefore the theme, Society's Responsibility for Crime, was chosen to give opportunity for an expression of opinion as to what extent the various parts of the social structure, separately or collectively, could be held responsible for crime.

Preceding the opening date of the congress, a mass meeting was held under the auspices of the Chaplains' Association, and, as one of the speakers, Mr. Charles H. Tuttle, former United States Attorney for the Southern District of New York, urged the church to study the problem of awakening a spiritual appreciation of life, and, pointing out that 90 per cent of prisoners return to society, called for a remodeling of the "devil's workshop" in the prison system to rehabilitate men rather than to turn them out, hard and bitter, to a renewal of their former lives.

Mr. Tuttle turned for the keynote of his address to the prison reform doctrines of the late Senator Dwight W. Morrow, to whom New Jersey "is indebted for a prison system wisely con-

* By E. R. Cass.

trolled and sanely administered." Senator Morrow "regarded crime as primarily the responsibility of society rather than of the criminal, for the great majority of the crimes are traceable to social injustices latent in the body politic rather than to any innate perverseness in human nature."

"The permanent solution of the crime problem does not lie in force and punishment," said Mr. Tuttle. "Yet the old fallacy still dominates popular thinking."

Mr. Tuttle pointed to the vast increase in crime despite constantly rising expenditures by national, state and local governments for police and for education, and despite the unequalled per capita wealth.

"The obvious lesson would seem to be a new illustration of the ancient truth that social salvation cannot be obtained by force and does not lie in mere education or in church organization or in national wealth.

"Widespread lawlessness is a symptom of widespread paganism; and a growing paganism could prostrate the soul of America.

"A society which is purely acquisitive and secular will inevitably be a fertile breeding place for crime. Wherever the universal standard of success is the making of a living rather than of a life, individuals will believe that the end justifies the means."

A wage scale "which allows but a bare living entails the penalty on society of crime." So do "exploitation of child labor" and "tolerance of living quarters where there is not the necessary supply of fresh air and sunshine."

But "the greatest crime breeder of all" is "a corrupt and inefficient government."

"Yet statistics seem to show that our democracy is participating less and less in its own polls."

"And what I have said concerning the responsibility of society for crime also extends to our system of penology * * *, and, as shown by the recent report of the Wickersham Commission, many of our present penal institutions are the devil's special workshop.

"It is the first principle of modern medicine to classify, isolate and separately treat the different contagious diseases. That the present antiquated and dangerous system will be overthrown, cannot be doubted.

"There is a great body of opinion that the several governments should establish as rapidly as practicable appropriate institutions for the various types of offenders; that the parole system should be extended and placed on a scientific basis; that the capacity for self-support should be kept alive by education and industry; that suitable environment should be provided for those whose criminal tendencies are the result of physical abnormalities that the courts should be equipped with adequate medical assistance of an impartial character, and that prison management should be in the hands of an improved official personnel,

trained in sound principles of penology and independent of politics."

Another speaker, Rev. Edmund A. Walsh, S. J., Regent of the School of Foreign Service of Georgetown University, Washington, D. C., attacked the faith of some sociologists in the power of education slowly to overcome the crime problem. Religion also must be invoked in that fight, he held, pointing out Russia as an invidious example of what the divorcing of education and religion may produce. Soviet Russia's program of atheism, he said, is responsible for the "deluge of criminality which one may meet in that land." After citing a recent scientific survey made at the Maryland penitentiary that showed all but 14 per cent of the inmates "belong to some church, and frankly admit it," he warned against accepting statistics at their face value. He had been told that many prisoners profess religious affiliation to gain special privileges, and referred to a survey of an Illinois prison as showing that three-fifths of the inmates never had any form of religious instruction.

Rabbi Morris S. Lazaron of Madison Avenue Temple, Baltimore was the third speaker. He urged that we go to the roots of crime and crusade for the reform of a social system that "spews forth criminals by the thousands yearly". He took issue with Father Walsh on the question of religion in the schools. "I am a religionist", he said, "and I believe profoundly in religious education as an influence in the building of character, but we must not be swept off our feet and in terror lend ourselves to a cure which may prove worse than the disease. The public schools should be kept free from even a suspicion of religious influence".

Dr. Herman M. Adler, department of political science, University of California, in his report as chairman of the committee on prevention, brought out that one of the "most clearly demonstrated characteristics in regard to the occurrence of delinquency and crime is one recently given new interest by the findings of Mr. Clifford Shaw and his associates, namely, that delinquency and crime are not diffuse phenomena, but are related to special localities. It has been found that certain areas, particularly in the cities, supply the bulk of delinquent and criminal persons, whereas other areas are relatively free from them. This is a phenomenon with which we are familiar in other fields, notably in public health and public administration. Two explanations have been offered for the occurrence of these so-called delinquency areas. One lays the chief emphasis on the environment, the other points to the possibility that while the environmental conditions in the localities are obviously undesirable, the principal factor is the quality of the human beings inhabiting them. This antithesis of the individual versus his environment has long been noted. For practical purposes it is perhaps safer to assume that both factors are operative, namely, that an environment which is healthy neither in a physical nor a social sense, one in which no careful parent would wish to bring up his children,

has a deleterious effect upon those who are forced to live there. On the other hand this is the kind of environment also that will attract the unstable, the anti-social, the delinquent, and the criminally inclined.*

In order to organize public opinion along preventive lines in a local community it is urged that a council of citizens be formed to co-operate with the officials of that community. The committee report states that "the council should include representatives of business and industry, especially of the realtors and labor unions, as well as property owners from the affected areas. The purpose of this council should be:

1. To support the authorities in the enforcement of existing laws designed to prevent the unwholesome conditions in the delinquency areas.
2. To co-operate with public and private agencies in the processes of the assimilation of the residents of the delinquency areas into the general social structure.

Americanization, education, especially adult education, relief, recreation, city zoning and planning commissions where they already exist, should be of great assistance in the endeavor. Such an attack backed by the strongest civic groups should succeed in localizing the problem and in reducing the cases to such a scope that it should be possible to deal with the individuals who are either so abnormal or so steeped in habit as to require segregation and prolonged assistance or control. This might lead to a further innovation as follows:

A great improvement might be effected by shifting this control from the ordinary criminal police authorities to a specially created morals police as has been done in some European countries. The qualification for morals police are entirely different from those of the ordinary police. The personnel of such a police force may be composed of both men and women with the professional qualifications of social workers, parole or probation officials, rather than of patrolmen, constables or detectives.

The creation of the morals police would enable the community to build up the morale in the cities, to keep in touch with unstable individuals, and to supply to modern cities the social pressure of public opinion which was present in a simpler and older civilization. The final purpose of a morals police would be to identify those who are anti-social because of mental disorders. In this group would be included not only those now recognized as mentally disordered or insane, but also those criminals who, because they are not committable, are under present conditions beyond therapeutic reach. There should be substituted for such legislation as the Baumes Law,* for instance, a system of constant supervision by the morals police of those persons unable to conform to the standard of what is considered safe behavior. Such persons need not be removed permanently

* Life imprisonment for fourth offender felons.

from the community, but should be placed under supervision and removed temporarily at such times as their treatment or training requires."

Dr. Ellen C. Potter, director of medicine, department of institutions and agencies, Trenton, New Jersey, speaking on "The Family" said that "the tempo of family life has accelerated during the past fifty years to a degree which is beyond belief." She blamed urban existence for another share of the family's modern difficulties. The child who grows up in an apartment or tenement does not have the outlet for self-expression that his grandparents had, and "there results a sense of frustration, only overcome by overt acts which seek to claim rights that have been denied, and which all too often result in minor violations of the law."

"But is the family, as a social unit, responsible for this change in its fundamental values?" Dr. Potter asked. "I think not. Rather the family is a victim of the mass pressure of society, which in its quest for dollars, for efficiency and speed, has created an environment for the family in which it is almost impossible for it to survive and to retain its old social values."

In conclusion she said, "We who are concerned to reduce the incidence of crime must realize that we must participate in the wider social programs in the educational, recreational, social insurance, pensions and health insurance fields.

"Our horizon is apt to be too restricted; we are concerned for better prison buildings; for more effective court procedure; for better probation and parole (and it is obvious that all these things are to be desired), but unless we lend the weight of our influence to the support of social programs designed to strengthen the basic social unit, the family, in its economic and spiritual aspects, we shall utterly fail in an attempt to control crime.

"We shall fail in our full duty if we do not support the necessary social programs looking to a stabilization of industry in order that a foundation of economic security may be laid for the family and the home of the future."

Treating the subject of "The Family as a Factor in Juvenile Delinquency," Mr. Maurice E. Moore, research sociologist of the Juvenile Protective Association of Chicago, forecast the eventual centralization of all private and public social agencies in each municipality and the establishment of clinics in "delinquency areas." He confined his address to the mental, moral, and other intangible factors affecting family life and related to crime. Reviewing conclusions he pointed out that the oldest child in the family has the best chance; that the "middle child" is the least fortunate, and that the youngest is apt to be pampered. That an only child in a poor family has an excellent chance for success, but in a wealthy family the child with one or two brothers or sisters has the best chance; that an only child is apt to be nervous, over-educated, talkative, and not generally popular with his play fellows. That 50 per cent of juvenile delinquency in thirty-one states came from broken homes, homes

where one parent has been removed by death or divorce, and that in homes where divorce occurred the actual divorce was found to have had less effect on the child than the bickering which preceded the separation.

Mr. Leon C. Faulkner, managing director of the Children's Village at Dobbs Ferry, New York, and president of the American Prison Association for 1931, in his presidential address on "The Complexities of Modern Society and Their Relation to Crime" said that "the world in which we live makes many demands upon us, and that we are required every day and every hour to make adjustments to this or that situation. The whole process of living consists in an unending succession of adjustments to situations, people and conditions, and here lies the crux of our present difficulty with crime in America. The age in which we live is so full of unreasonable demands, so exacting in its pressure, so rapid in its tempo, that actually none but the high grade organism or individual can adjust to it. Behind the difficulties we face in society as a whole, and reflected in the home, the church, and the school, are," he said, "certain forces in American life largely responsible for the present complex situation." The first "is that force created by our desire for individualism," and the second is the great force "called industrialism." "Complexity is inherent in the machine age. When material things come readily, we forget, as pointed out in the recent White House Conference, that character and moral values are not products of a machine, but come only through personal struggle, and as the fruits of stern individual effort." Further, Mr. Faulkner said, "One very real relationship between the complexities of society and our crime and delinquency is this: That whenever restraints, traditions, customs, laws, and other controls are undergoing change or evolution, a general let-down is bound to result."

Mr. William D. Mitchell, attorney general of the United States, pointed out that "for twenty-five years not much had been done to develop the federal prison system to keep pace with the demands upon it. That period had seen the extension of federal activity in the penal field by the enactment of the Harrison anti-narcotic statute, the Mann white slave act, the Dyer act relative to transportation of stolen automobiles, the national prohibition act, and a number of others, with the resulting increase in the load on federal machinery. Federal penal institutions in the spring of 1929 were terribly overcrowded, some of them to 200 per cent of their rated capacity. This crowded condition was only exceeded by conditions in the penal institutions of four states." He then outlined the inadequacies in organization, personnel, laws and equipment which confronted at the beginning himself and his associate, Mr. Sanford Bates, director of the United States Bureau of Prisons, and gave a rather grave picture of the increasing number of prisoners under federal jurisdiction. He paid warm and fitting tribute to Mr. Bates for his highly satisfactory administration of a most difficult work,

and at the same time outlined many of the improvements that had been made and are under way, all of which are gradually bringing the federal prison system to a level where it will win high commendation instead of the scorn in which it long has been held.

An important point raised by the attorney general related to the handling of juvenile delinquents. He said that for two years past the department of justice had been striving to so order things that federal delinquent children would be left to the people of their own communities for care and supervision rather than have them sent to institutions hundreds and thousands of miles from their homes and parents. He pointed out that it is not merely a matter of shifting the financial burden or a lack of federal equipment, it is a question of child welfare. He pleaded for a prompt and hearty co-operation between state and federal agencies, working, not with a view to shirking expense and responsibility, but solely in the public interest.

The subject of "Economic Conditions and Their Relation to Crime" was treated by Mr. Jacob Billikopf, executive director, Federation of Jewish Charities, Philadelphia, and impartial chairman, Men's Clothing Industry, New York. In a very earnest manner he reviewed the essentials of the economic situation and pointed to the difficulty of obtaining general agreement on the relation between industrial depression and crime. He quoted the following from a study by Miss Mary Van Kleeck of the Russell Sage Foundation, New York City: "Findings in the present review of published investigations are fairly conclusive with reference to the tendency for crimes against property and vagrancy to increase during periods of economic depression and decrease during prosperity, and for alcoholism to increase during periods of prosperity and decrease during depression." Mr. Billikopf referred to a critical analysis of the literature on the causes of crime by Dr. Morris Plosewicz of Harvard, as showing that most of it should be used with caution and that very little except by way of declamation has been done up to this time to show the influence on crime and the underlying philosophy of the present social and economic system.

Continuing, Mr. Billikopf said that in despair he turned to the practical men and wrote a letter to about one hundred leading criminologists in this country, wardens, probation officers, heads of criminal courts, etc. These replies showed a difference of opinion, but leaned largely toward the support of the contention that there is a very definite relation between depression and crime.

Of special interest is Mr. Billikopf's reference to information from the State of New Jersey: "Now in the State of New Jersey, which in my judgment has the best charts and graphs showing not only the relationship between the depression and crime, but the relationship between the depression and mental breakdown and the various other factors, according to the data furnished me by Commissioner Ellis of New Jersey, the increase during

the first year of the depression was 20 per cent in every category in dependency and delinquency with which the State is called upon to deal."

Mr. Billikopf quoted from Isaiah, "It shall come to pass that when men and women are hungry they shall fret themselves, and when they fret themselves they shall curse their king and their God," and questioned whether Isaiah did not mean the following: "It shall come to pass that when men and women are hungry they shall fret themselves, and when they curse their king and their God they are guilty not only of blasphemy but they commit crime." He predicated his conclusion not so much on what the experts have said, but upon what Isaiah said twenty-five hundred years ago.

That there are many hungry men and women in all parts of the country, and for that matter in the world, is indisputable, said Mr. Billikopf, and he properly raised the question, "What are we going to do, or what are we doing to alleviate that situation now?" He emphasized that the present was no time for the discussion of theory, that a practical way needed to be developed to take care of people who are in desperate need. He said, "Private philanthropy has completely broken down. I believe in local responsibility. But what can the local communities do? In the city of Chicago they haven't paid the school teachers.

I see no possible escape from the federal government doing something under the present circumstances. In conclusion I want you to remember, those of you who have read the Book of Job, that there were with him people who tried to comfort him, and that they couldn't do it, and finally Job in despair turned to the people and he said, "Sorry and hypocritical comforters are you all. When, oh when, will your windy words have an end?"

An indictment of the Church's responsibility for crime was included in a paper by Rabbi Edward L. Israel of the Har Sinai Temple, Baltimore. He asked, "What have the churches done to prevent exploitation of individuals in our economic order so that they will not be led into the almost stark necessity of stealing for a livelihood? What have the churches done to challenge effectively and bravely a society that has permitted the growth of slums, where youngsters grow up in an environment without a decent chance at the opportunities of life?"

Rev. Joseph J. Ayd of Loyola College, Baltimore, in discussing Rabbi Israel's address, said, "This talk of the failure of the church and the failure of religion is not sound," and referred to Dr. Reisman's statement that "the church has not failed, but it has been neglected by its members and cheapened by its materialistic enemies."

Father Ayd analyzed the findings of the study made by Dr. and Mrs. Sheldon Gueck, as well as other studies on the relation of crime and delinquency.

Dr. Christian F. Reisman, rector of the Broadway Temple, New York City, contended that the prison should be a hospital.

Then it would send out its patients cured, instead of more than 40 per cent not cured. Severity and inhuman treatment have contributed to crime by sending out victims so hardened that they easily take up violent lawlessness. He commented on the congestion in prisons, the lack of classification and separation, the lack of individual treatment, the unsatisfactory type of prison guards, and the need for extending the use of the indeterminate sentence and parole, and improving their administration.

An outstanding feature of the congress was the meetings held by the Women's Committee under the leadership of Dr. Mary B. Harris, Superintendent of the Federal Industrial Institution for Women at Alderson, West Virginia. These meetings were attended by members of state commissions and boards of control, heads of institutions, and probation and parole officers. Administrative problems were earnestly discussed, and once again the value of straight from the shoulder informal discussion was demonstrated.

At a luncheon meeting of the committee a very interesting review of the Tenth International Prison Congress, and of prison construction and administration in foreign countries, was given by Mrs. H. Otto Wittpenn, commissioner on the part of the United States on the International Prison Commission.

Governor Albert C. Ritchie in an address referred to the weakness of the parole system in Maryland, and the lack of an effective follow-up system. He deplored the difference between sentences meted out by various judges for similar offenses, stressing that the inequality of sentences made for considerable misunderstanding and unrest among the inmates. A highly progressive attitude by the Governor was then shown in this statement, "After all everyone in any prison is an individual subject and an individual study. Each man there and each woman has a soul, mind and heart of his or her own. Each one is a problem all by itself. The system we would like to see would be one which would allow each prisoner to receive more or less intensive individual study and treatment. I do not share by any means the opinion which some people advance that everyone who is in prison is sick, that they are all mental cases, but I do agree that all the inmates in penal and correctional institutions should be treated as individuals, and in accord with their life history and individual needs. One vital thing to be kept in mind is that a large proportion of those in prison are at some time to be released, and that when they are released they become again a part of our community life. We must deal with them while they are in the institutions in an intelligent way, so as to minimize the danger of their becoming a menace subsequent to release."

Treating the subject of "The School," Dr. C. A. Prosser, director of the William Hood Dunwoody Industrial Institute of Minneapolis, said, "There is very great danger both that regular educators and those who serve in penal institutions may be blind to the second industrial revolution which is going on around us, and which in my opinion must profoundly affect the whole progress of vocational training. He said that "the present and probable future develop-

ment of labor-saving devices would leave no appreciable number of jobs for men other than those who were able to install machines and understand manufacturing processes. I am firmly convinced at the present time from all the data that we have, that during the period we have been passing through in the last ten years the total effect of labor-saving devices has been to reduce the opportunities of employment in practically every field of human endeavor, except the commercial." "Vocational schools," Dr. Prosser continued, will have to turn their resources to training the boys and men that now comprise the majority of their student bodies in a wide variety of "elementary" processes, turning them into general handy men, so that when they lose one job they will have some qualifications for anything else that may offer an opening.

Dr. John W. Withers, dean of the School of Education of New York University, said that the schools were just beginning to assume the responsibility for character building which he held to be a natural step in their development. He defended the public school system against the charge of responsibility for much delinquency and crime, pointing out that the average man of twenty-one has spent only seven per cent of his waking hours in school, and the average criminal at that age only three per cent.

Major Lynn G. Adams, superintendent of State Police, Harrisburg, Pennsylvania, outlined at length the rigid qualifications that must be satisfied by those who are to enter the ranks of the state police. He condemned the so-called "third degree" methods in the questioning of prisoners and suspects, and stated, "I want to say that this 'third degree' method will continue until we change our system in the examination of criminals and the investigation of crime. Today the public puts it up to the police to get the criminal, regardless of methods and means, and so long as the policeman feels that he must get results or lose his job, or stand for criticism, he is going to use every means in his power, even though it extends beyond his legal right. In the organization which I head the discipline is severe, and yet there have been cases where we have found men applying physical force to extort confessions. In every such case the man has been summarily dismissed from the service. However, regardless of whether these physical means are used or not, if the criminal is trapped into making a confession, when he gets counsel invariably the attempt is made in court to prove that the man was maltreated in order to obtain a confession or an admission." As a means of changing the present system he stated, "you must have in every district a certain number of trained men who can interrogate the prisoners, men in whom the public will have confidence, men who cannot ever be impeached before a jury. These men must be trained, and highly trained, to interrogate witnesses and suspects, and they must have the authority to summon those people in before them to tell what they know. Until you set up some system of that kind you will never get rid of this evil, the so-called 'third degree' system."

Also speaking on "The Police," General Charles D. Gaither, commissioner of police, Baltimore, said, "Every policeman, I don't care who he is or where he comes from, who is in command of any organization, refuses to allow what the public call the 'third degree', such as beating the man up or hurting him with force, in order to obtain a confession or an admission. However, if the police department cannot talk to the prisoner, cannot interrogate him, cannot endeavor to trip him in his statements, how are they going to deal with the problem of crime? Criminals have plenty of leeway today, and if a man is interrogated and he is innocent, he has nothing to fear. If he is guilty then it is up to him to match his wits with those of the police department." He stated further that "ten years ago the citizen was glad to help an officer in the performance of his duty. He would give any information he had that might be helpful in leading to the arrest of a law-breaker. Today that attitude is changed. People prefer to keep the information they have to themselves. They prefer to keep out of contact with any law-enforcing agencies."

At a luncheon meeting of the committee on jails, the condition of police lock-ups and jails was deplored in the report of the committee and numerous recommendations were made for the improvement of their administration as well as their construction. The committee's report will appear in separate print form at an early date. It contains considerable new information compiled by Dr. Hastings H. Hart, chairman of the committee and consultant in delinquency and penology of the Russell Sage Foundation, as a part of his work as chairman of the advisory committee on penal institutions, probation and parole of the National Commission on Law Observation and Enforcement.

Commissioner Joseph F. Fishman of the New York City Department of Correction, speaking at the luncheon, strongly cautioned against the over-emphasis in campaigns against moving pictures and their relation to crime, the sale of firearms, the participation of drug addicts in major crimes, and the causes of prison riots. He contended that while all these were somewhat contributory to the crime situation, there was nevertheless a tendency to make them appear as major and ultra-important factors in the problem. Mr. Fishman's address on "Furious Futility in Crime Treatment" provoked considerable discussion.

Speaking on the subject of "Prosecution," Herbert R. O'Connor, state's attorney of Baltimore city, said that "Efforts should be frowned upon which have as their object the imprisonment of a man upon a minor and technical charge, when he is really known to be a major offender, and his conviction for his serious wrongdoings has not been attempted. We note with regret, that oftentimes a notorious criminal, characterized as a public enemy, is ushered into a penal institution, after conviction on a formal, trivial charge, whilst the general understanding is that evidence is at hand tending to show that he has been engaged steadily in defying the law in serious, major operations of crime. It is not denied that the reason behind

the prosecution for the lesser offense is that the particular individual is a menace to society. If then that be true, he ought to be tried for the major crime or crimes for which he is responsible, rather than punished for them indirectly by improvised charges of vagrancy, income tax dodging, and the like. Too much left hand justice is being applied. It is not surprising, therefore that the defendant, after imprisonment, concludes that the government is not above employing subterfuge on its own behalf." Mr. O'Connor's address was frank, scholarly, and well delivered throughout, and among his conclusions he favored legislation enabling conviction or acquittal of a defendant when eleven of the twelve jurors are agreed on a verdict. In this he excepted capital cases. He emphasized that the supreme duty of a lawyer engaged on behalf of the public in prosecution is not to convict, but to see that justice is done. He took issue with the American Bar Association's recent resolution to give the prosecution the right to comment on the failure of the defendant to take the stand and testify in his own behalf. He said that such a practice would result in the conviction of a man for "what he is rather than for what he has done," that it would destroy the "presumption of innocence that now surrounds the accused," and that it would enable prosecutors to force defendants to testify. On the other hand, he spoke in favor of legislation which would eliminate the "surprise alibi" by requiring the defendant to "indicate that defense in advance of a hearing on the facts of the main charge."

President Judge Paul N. Schaeffer of Reading, Pennsylvania, who followed Mr. O'Connor, advocated indeterminate sentences for criminals. He proposed that an attempt be made to carry out a program of modern penology emphasizing reformation instead of punishment of the criminal, by sending men to prison until in the judgment of the commissioners of correction they are ready to take a lawful place in society on the outside.

The Children's Court was treated in a very thorough address by George W. Smyth, judge of the Children's Court of Westchester County, New York. He emphasized that the children's courts of America are the laboratories in which the nation is working out new methods of crime prevention. The knowledge there being developed is designed to become as effective in reducing crime as preventive medicine has been in checking the spread of contagious disease, and in reducing the mortality rate in youth. These courts are the first judicial tribunals we have had in which it has been possible to practice prevention rather than cure. He deplored the fact that society has confined its organized efforts almost exclusively to the punishment and reform of those who have come into open conflict with the forces of law and order, and that there has been very limited recognition of the importance of diagnosing and treating during their formative years children who display the symptoms or live under conditions which later develop anti-social conduct.

A full morning general session was devoted to the discussion of the report on Penal Institutions, Probation and Parole of the

National Commission on Law Observance and Enforcement. This is one of the so-called Wickersham reports, and in fact is really two reports. The first 174 pages constitute the commission's report. That report, beginning on Page 170, sets forth twenty-three distinct conclusions and recommendations. Beginning on Page 175 is a statement indicating the inclusion of the report of the Advisory Committee on Penal Institutions. This advisory committee was selected by the commission and consisted of many well known persons in the various branches of correctional work.

The discussion of the commission's report was led by Commissioner William J. Ellis of the Department of Institutions and Agencies of New Jersey, and he was followed by Sanford Bates, director of the United States Bureau of Prisons. Opportunity was then offered to anyone present to engage in the discussion. The following statement records the opinion of the meeting on the report:

"The reports of the National Commission on Law Observance and Enforcement on Penal Institutions, Probation and Parole, one of which was drafted by a committee composed by many prominent members of the American Prison Association, call attention to the needs of penal institutions in this country and make recommendations as to their improvement. While in some instances the reports and the publicity attendant thereon have dealt more especially in criticisms of prisons and other penal institutions, the reports have a real constructive value.

"Since its organization in 1870 the American Prison Association has stood for the things which the National Commission on Law Observance and Enforcement advocated. This commission, presided over by Mr. Wickersham, a former president of the American Prison Association, has to this extent rendered a valuable service.

"The American Prison Association feels it proper to call attention to some of the inherent difficulties in prison management. The old-time buildings erected in a day when modern ideas had not been developed, the lack of appropriations by an uninformed or uninterested public, the incomplete recognition of the real purpose of punishment, and the unwillingness of educated men and women to participate in a solution of its problems, conspired to increase the difficulties under which prison wardens work. For seventy years, with a fidelity and devotion little appreciated, the members of the American Prison Association have continually invoked the ideals without which permanent improvement in prison management could not continue. One has but to consult the programs of Prison Association meetings to see that matters of prison welfare, instruction, medical attention and religious culture play a larger, if not the greater, part in their deliberations, than do the more commonly accepted features of prison management.

"The American Prison Association records itself as convinced that when the public has a proper understanding of the difficulties and obstacles under which our prisons are being maintained, they will accept the critical analysis of the Wickersham commission as an

inviting to join with the American Prison Association in greater numbers toward the accomplishment of the objects commonly desired by the American Prison Association and the Wickersham commission."

Speaking on prisons, Warden Lewis E. Lawes of Sing Sing Prison, New York, said, "It might surprise some of our investigators to find that prisons, as distinct enterprises, are administered as honestly as any other governmental agency, or for that matter, big business. In many respects, especially in relation to health, sanitation, and departmental coordination, they have made more progress than other governmental agencies. . . . Prison reform cannot start with mere changes in physical surroundings. If prison reform is to include prisoner reform, we shall have to turn our attention to the men themselves to ascertain, if possible, the lapses that turned them toward crime, the state of mind or intimate condition that urged them on to desperate and violent acts. If prison service has taught me anything, it is that, scientific rules notwithstanding, prisoners generally understand the nature and quality of their acts. They know they are doing wrong while engaged in thieving or murdering or robbing. One of the men in the death house at Sing Sing was being questioned about his early life, and the various steps which finally landed him in the death house, convicted of a particularly vicious murder. He told about buying his first gun. 'I knew, when I bought that gun, that it would send me to the electric chair,' he said, yet he went out on his chosen mission and accomplished that very end. If prisons are to prepare men for normal life outside they must be administered as far as possible on a normal basis within the walls. Not years but accomplishment, should be the measure of a prisoner's confinement. In essence, prison terms should be based on the prisoner's ability to make himself useful to society. The unskilled worker, to learn a trade, the illiterate, to acquire the education needed to hold a job, the wanderer, to find for himself a home and responsibility, the deficient mentality, a lift toward a better understanding of the values of life, the cynic and perverse, a saner attitude toward society and government."

Dr. E. H. Sutherland of the department of sociology, University of Chicago, stated that "The program I present for the better performance of the prison functions is a program of research and experimentation. By research I mean the organized study of prisoners and of prison policies. By experimentation I mean, first, the bold striking out into new paths, and, second, a careful description of the nature and results of these new policies. Osborne's Mutual Welfare League was an example of an experiment, though the descriptions of the results have been rather meagre and conflicting. Howard B. Gill's policies in the Massachusetts Penal Colony at Norfolk are perhaps the best illustration of a conscious and scientific experiment in prison management. The development of minimum and medium security prisons is another illustration of an experiment. Experimentation in connection with research should

be emphasized, because experiments mean a change in mass conditions, a change which may affect the public opinion of the prison group, and which may in that way change the culture of the prison group. For sixty years or more we have been insisting on individualization—treating the individual rather than the crime—and now perhaps, allowing for exaggeration, we should say 'Treat the group rather than the individual.' Behavior is always directed principally by the culture of one's immediate group and the public opinion of one's fellows. We have tried to alter the individual while leaving the group unchanged. Perhaps that is one reason why many of the attempts at individual study and individual treatment under the name of case work have failed."

Dr. Sutherland then outlined his research program, and said that it is not a substitute for common sense and for the knowledge which comes from long acquaintance with prisons and prisoners. "That knowledge is fundamental. A program of research should supplement that knowledge, and should organize and use it."

Treating the subject of probation, Joseph P. Murphy, chief probation officer of the Essex County Probation Service in New Jersey, after reviewing the operation of the system in his state, summarized the chief criticisms of the probation system today as being based on the following factors:

1. Probation departments are understaffed.
2. Probation officers are overloaded with cases.
3. Probation officers are underpaid.
4. Probation officers are appointed without regard for their technical ability, fitness or adaptability to the position.
5. Reliance is made too largely upon the use of volunteer probation officers.
6. Probationers are released by the courts without preliminary investigations. Investigations now made in many instances are inadequate and do not encompass sufficient legal or social information. Investigations are too objective.
7. There is considerable abuse in the discretionary power of the court in the use of probation.
8. The supervisory effort of probation officers is superficial, is performed without proper planning and executed with little skill.
9. Probation officers do not cooperate with social agencies.
10. Too much dependence is placed upon office reports and the collection of monies.

"Although the Wickersham commission, in its report, lists five localities in which acceptable probation work is done, we venture to say without fear of contradiction that in no single place in the United States is it receiving a full and complete opportunity to demonstrate its efficacy. . . . Consequently much criticism as the result of these conditions has arisen from time to time, particularly during periods and in places where so-called 'crime waves' are supposed to be an actuality. Although much of this criticism

obviously is unfair, particularly when directed at the principles underlying this form of treatment, nevertheless it has served a very useful purpose in stimulating the public mind and crystallizing sentiment in favor of higher standards of efficiency in the administration of probation. In other words, there is a growing demand for probation officers who are better fitted by personality, education, training and experience and for a more intelligent discrimination by the courts in the treatment of offenders. Probation has many advantages over other forms of treatment, in suitable cases, when conscientiously and intelligently administered."

Speaking on Parole in New York State, Frederick A. Moran, executive director, New York State Division of Parole, quoting from the Declaration of Principles of the 1870 Congress of the American Prison Association, said, "more systematic and comprehensive methods should be adopted to serve discharged prisoners by providing them with work, and encouraging them to redeem their character and regain their lost position in society. *The State has not discharged its whole duty to the criminal when it has punished him, nor even when it has reformed him. Having raised him up, it has the further duty to aid in holding him up.* In vain shall we have given the convict an improved mind and heart, in vain shall we have imparted to him the capacity for industrial labor and the desire to advance himself by worthy means, if on his discharge, he finds the world in arms against him, with none to meet him kindly, none to give him the opportunity of earning honest bread." Mr. Moran said further that "the success of any program of individualized treatment of offenders depends upon a staff of well trained social workers with good educational background and with the right kind of personalities." His address contains some valuable historical facts on the beginning and development of the indeterminate sentence and parole in this country; a summary of findings relating to parole conditions in various states; an analysis of parole standards of procedure and personnel, and the law and organization relating to the New York State Parole system. Those who are interested in the operation of the indeterminate sentence and parole are referred to this address as an introduction to the effort that is being made in the State of New York for the development of a very high level of administration.

Mr. Winthrop D. Lane, director of parole in New Jersey, defined parole as a period of adjustment or transition. "It is not merely a method of release from prison; it is not clemency; it is not shortening an offender's term; it is a continuation of the process of treatment; it is an extension of custodial responsibility, and the offender on parole is still a ward of the state. He is still undergoing treatment. He is still subject to control, and it is the function of the parole officer to substitute the discipline, education and watchfulness available in community life for the discipline and treatment available in an institution." He stressed the need of case work as a part of parole procedure, and asks "how many parole officers are really attempting the methods of social case

work today." He very cleverly described a number of types of parole officers, showing to what extent they fall short of the real objects and ideals of parole and of case work procedure, and finished off with a description of what is done by a parole officer who employs case work methods. In the pages devoted to this part of his address Mr. Lane makes an original contribution.

Judge Andrew A. Bruce, president of the American Institute of Criminal Law and Criminology, head of the department of criminal law and administration of the Northwestern University Law School, and former Chief Justice of the Supreme Court of North Dakota, spoke with his characteristic enthusiasm and earnestness on the crime problem and its treatment. "I do know from experience that the problem of the judge is a terrific one. You have a man before you who is powerless, a criminal. You have his life, his death, and everything in your hands. People seldom realize that strain and responsibility. . . . I do not know of any time in my life when I had more doubts that I had in regard to my work on the board of pardon. Should you pardon, or should you not pardon? What, after all, is the measure of punishment? How long should a man serve? If punishment is the desideratum, how much punishment? Is it one year, two years, ten years, or twenty years? Do our penitentiaries bring forth repentance? How can you analyze the human consciousness? How can you analyze human agony? How can you analyze the human soul?"

"My great criticism is that nine out of ten men who have the administration of the law and the care of the criminal in their hands, have not knowledge enough to meet the problem, have not had experience enough to meet it. . . . We hear so much poppycock these days about our institutions, the mollycoddling of our prisoners, that they are fed so well and all that sort of thing. The average man knows nothing of what it means to be confined, of the effect on the nerves, on the ambition, on the hopes, on the mind, to say nothing of the physical effect and being of the prisoner. . . . If our purpose is reformation, if it is education, our penitentiaries and our reform schools are among the most important of our educational institutions. They are dealing certainly with a most difficult class of students. If they are the most important we should spend as much care in the selection of the wardens, in the selection of the prison guards, and of the prison officers, as we do in the teachers of our public schools and universities."

During the afternoons of the congress, meetings were held by the Wardens' Association, the Medical section, the Chaplains' Association, the National Prisoners' Aid Association, and the committees on Probation, Pardon and Parole, Education, Criminal Law and Statistics. It is regretted that space does not permit even a brief detailed reference to the exceptionally fine contributions that were made in the papers and discussions at these various meetings. Many of these addresses will appear in the printed proceedings of the congress.

Space is also lacking for a summarization of the reports of all the committees of the association, and for the full text the reader is again referred to the printed proceedings.

In addition to the usual resolutions of thanks and appreciation the following were adopted:

"Whereas, officials in charge of penal and correctional institutions feel the need of the assistance of and better acquaintance with prosecuting attorneys, judges and magistrates committing offenders, in order that they may cooperate more fully with the purposes of the courts, and that the offender and the community may benefit from the closer contacts of all officials concerned, through a more successful rehabilitation of the offender,

Therefore, be it resolved, by the American Prison Association, that prosecuting attorneys, judges and magistrates be invited and urged to visit frequently the institutions to which they commit offenders; and,

Be it further resolved, that the enactment of legislation making the traveling expenses of such official visits legal expenses, be encouraged.

Whereas, probation is now generally recognized as the most important method for the investigation of all offenders before the courts and for their treatment, in suitable cases, by means of individual supervision and guidance,

Be it resolved, that we urge the enactment and extension of probation laws in all states to give full discretion to criminal courts to place on probation; that more adequate funds, local, state and national, be sought, to secure a larger number and higher quality of probation officers, the need for whose constructive services are at this time especially apparent, and

Be it also resolved, that we urge the establishment of State Bureaus or Departments of Probation in each state to supervise and aid in the extension and carrying on of probation service in all courts, and finally,

Be it resolved, that we commend the development of probation work in the United States Courts under the efficient supervision of the Probation Supervisor and the Bureau of Prisons of the Department of Justice, and, as a measure of economy as well as efficient justice, urge the further extension of this service with more adequate staffs in all United States District Courts."

"Whereas, the chief aim of prisons is the rehabilitation of the individual, and

Whereas, there is developing in various prisons throughout the country, methods and principles of institution case work, which are of great interest to all, now

Be it therefore resolved, that a 'Committee on Case Work and Treatment for Prisoners' be established to gather information on case work methods in prisons, and to present such data with recommendations at the next annual meeting of this Association."

CHAPTER V

THE EMPLOYMENT OF PRISONERS

The employment of prisoners is still one of the major problems of the institutions of the State Department of Correction as well as the Department of Correction of the City of New York, and practically all penal and correctional institutions throughout the country.

It is a fact that with about 7,000 prisoners in New York State prisons approximately only 1,600 are employed in the industries. The balance are employed at maintenance or other odd jobs about the prisons. It is also stated that the potential market under the law, in New York State, is about \$73,000,000 and has been met, even during the best years, by products valued at only about \$5,000,000.*

The association believes that a prison sentence should not relieve a man of the responsibility of work for at least three of the essentials of life, to wit: shelter, food and clothing. Nevertheless it is true that too frequently in this State, as well as in other states of the Union, prisoners spend too much time in idleness, or are assigned to work in a way that results in two or three men doing what one man on the outside would be expected to do. Idleness and the overmanning of work assignments are harmful to prisoners after release.

During the year an Advisory Committee appointed by the Governor, and working in cooperation with the Commission to Investigate Prison Administration and Construction, was engaged in a study of the State prison industries, and it is hoped that their findings and recommendations will make for improvement in the prison industrial situation.

Due to the general economic situation and the ever present opposition of manufacturers and labor representatives, there is a growing tendency to reduce the opportunity for the employment of prison labor. While it is well to contend that the free man should have the first opportunity at employment, it should nevertheless not be overlooked that the cost of keeping men in prison is a tremendous burden on the taxpayers, and that wage earners are included among the taxpayers, so that after all the free man must pay the bill. It therefore seems a mockery of justice that men who have offended against the laws of the State and who have become public charges should be allowed to live almost entirely at the expense of the law-abiding citizen. This is even more pertinent, in times when city and state governments have difficulty in balancing their budgets.

The Prison Association is favorable to the State-Use system, which is in operation in the State of New York, despite the fact

* This includes production by state, county and city institutions under the State Use system.

that it has not substantially demonstrated a solution of the State prison labor problem. The association is opposed to the unfair competition of prison labor with free labor, and is certainly opposed to the exploitation of prison labor, but in any event, for the good of the State and for the good of the prisoner, and for the ultimate welfare of the community, the association believes that prisoners mentally and physically able should work.

In 1929 Congress adopted the so-called Hawes-Cooper bill, which reads as follows:

(PUBLIC—No. 669—70TH CONGRESS)

(H. R. 7729)

An Act to divest goods, wares, and merchandise manufactured, produced, or mined by convicts or prisoners of their interstate character in certain cases.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That all goods, wares and merchandise manufactured, produced, or mined, wholly or in part, by convicts or prisoners, except convicts or prisoners on parole or probation, or in any penal and/or reformatory institutions, except commodities manufactured in Federal, penal and correctional institutions for use by the Federal government, transported into any State or Territory of the United States and remaining therein for use, consumption, sale, or storage, shall upon arrival and delivery in such State or Territory be subject to the operation and effect of the laws of such State or Territory to the same extent and in the same manner as though such goods, wares, and merchandise had been manufactured, produced, or mined in such State or Territory, and shall not be exempt therefrom by reason of being introduced in the original package or otherwise.

Sec. 2. This Act shall take effect five years after the date of its approval.

Approved January 19th, 1929.

The purpose of this measure is to enable the various states to protect themselves from the shipment and sale of prison made goods in their respective jurisdictions. The proponents of the Hawes-Cooper bill are optimistic as to its final result in solving the prison labor problem and preventing the exploitation of prison labor, but there are many others who, while opposed to the exploitation of prison labor, feel that the Hawes-Cooper bill will add to the problem of idleness in prisons rather than make for its more satisfactory elimination. A campaign is under way to induce the various states to pass legislation in conformity with the provisions of the Hawes-Cooper bill. In an attempt to learn to what extent this campaign has progressed the association has inquired of the various states as to whether legislation to conform with the Hawes-Cooper bill, or to restrict prison labor, has been introduced or passed since January 19, 1929, the date on which the Hawes-Cooper bill was approved by President Coolidge. The following is a brief summarization of the information that has been received:

Alabama—An enabling act for the Hawes-Cooper Act was introduced in the House but failed in Committee.

Arizona—No legislation to conform with the requirements of the Hawes-Cooper Act.

Arkansas—No legislation to conform with the requirements of the Hawes-Cooper Act.

California—No legislation passed to conform with the requirements of the Hawes-Cooper Act. Considerable newspaper publicity at present opposing use of prison labor on highways. Bills were presented to the legislature restricting the use of prison labor on highways, but these bills did not pass.

Colorado—No legislation to conform with the requirements of the Hawes-Cooper Act.

Connecticut—The legislature has not passed any bills to conform with the Hawes-Cooper Act.

Delaware—No legislative action to conform with the Hawes-Cooper Act. In 1931 a bill was passed prohibiting the employment of prisoners at refinishing and repairing automobiles.

District of Columbia—No legislation to conform with the requirements of the Hawes-Cooper Act.

Florida—No legislation introduced or passed to conform with the Hawes-Cooper Act.

Georgia—No legislation was attempted to conform with the requirements of the Hawes-Cooper Act or further restrict prison labor.

Idaho—No legislation was attempted to conform with the requirements of the Hawes-Cooper Act or further restrict prison labor.

Illinois—In 1931 passed legislation restoring the State Use system, to be effective July 1st of that year. The same bill contains a provision, becoming operative January 19th, 1934, to conform with the Hawes-Cooper Act.

Indiana—No legislation passed pertaining to requirements of Hawes-Cooper Act. In 1931 two bills were introduced, but were defeated by a close vote.

Iowa—No legislation introduced or passed to conform with the Hawes-Cooper Act.

Kansas—No legislation introduced or passed to conform with the Hawes-Cooper Act. Successful opposition to the use of brick manufactured at the State Penitentiary in the construction of governmental hospital at Fort Leavenworth and the Soldiers' Home.

Kentucky—No legislation to conform with the requirements of the Hawes-Cooper Act.

Louisiana—No legislation to conform with the requirements of the Hawes-Cooper Act.

Maine—Legislation passed to conform with Hawes-Cooper Act.

Maryland—A bill was introduced to conform with the Hawes-Cooper Act, but failed of passage. It is likely that the proponents of this bill will push for its passage at the next session. A bill was introduced to prevent the use of prison labor on construction work at the new State Penal Farm, but this also met with defeat.

Massachusetts—A number of bills relating to the further control and restriction of prison labor have been introduced since the enactment of the Hawes-Cooper bill. At the time of this writing a number of bills are under consideration and it is likely that legislation will be adopted conforming with the provisions of the Hawes-Cooper Act. There has been considerable opposition to the use of inmate labor in the construction of the buildings at the Norfolk Penal Colony.

Michigan—No bill has been introduced to conform with the requirements of the Hawes-Cooper Act.

Minnesota—No legislation has been introduced to conform with the requirements of the Hawes-Cooper Act. Legislation intended to permit the manufacture of auto tags and road signs was defeated during the last two sessions.

Mississippi—No legislation has been introduced to conform with the Hawes-Cooper Act.

Missouri—No legislation passed to conform with Hawes-Cooper Act.

Montana—No law has been passed to conform with the Hawes-Cooper Act. "Nearly every proposal presented whereby inmate labor would be used in manufacturing has met with defeat. Prison labor now confined mainly to State use."

Nebraska—No legislation passed to conform with Hawes-Cooper Act.

Nevada—No legislation passed to conform with Hawes-Cooper Act.

New Hampshire—No legislation passed to conform with Hawes-Cooper Act. A Prison Industry Commission created by the legislature and given an appropriation of \$200,000 to meet any emergency which might arise prior to January 1st, 1934.

New Jersey—Legislation passed to conform with the provisions of the Hawes-Cooper Act. Highway commissioners, not the legislature, have discontinued the use of prisoners in road building. This is likely to be a temporary restriction.

New Mexico—No legislation to conform with Hawes-Cooper Act.

New York—In 1930 legislation was passed prohibiting the shipment into the state for sale on the open market, or for sale to or exchange with any institution of the state, or any of its political subdivisions, of goods, wares or merchandise, manufactured or mined by convicts or prisoners of other states. This does not apply

to prisoners on parole or probation. Since the above enactment attempts have been made to further restrict the use of prison labor or to prevent its expansion. More recently an attempt has been made to prohibit the use of prison labor in the construction of highways.

North Carolina—No legislation to conform with the Hawes-Cooper Act.

North Dakota—No legislation to conform with the Hawes-Cooper Act.

Ohio—No legislation to conform with the Hawes-Cooper Act.

Oklahoma—No legislation has been enacted to conform with Hawes-Cooper Act.

Oregon—No legislation has been enacted to conform with the Hawes-Cooper Act.

Pennsylvania—Legislation has been enacted to conform with the Hawes-Cooper Act.

Rhode Island—The legislature is considering an act to permit the State Use system of industries. However, the act in its present form does not prevent the manufacture of goods for private sale.

South Carolina—No legislation to conform with the Hawes-Cooper Act.

South Dakota—No bill has been introduced to conform with the Hawes-Cooper Act.

Tennessee—No legislation has been enacted to conform with the Hawes-Cooper Act.

Texas—No legislation has been enacted to conform with the Hawes-Cooper Act.

Utah—No legislation introduced to conform with the Hawes-Cooper Act.

Vermont—No legislation introduced to conform with the Hawes-Cooper Act.

Virginia—No legislation introduced to conform with the Hawes-Cooper Act. One or two bills of minor consequence affecting prison labor were introduced but met with defeat.

Washington—No legislation introduced to conform with the Hawes-Cooper Act.

West Virginia—No legislation introduced to conform with the Hawes-Cooper Act.

Wisconsin—An attempt was made to enact legislation to conform with the Hawes-Cooper Act and to further restrict prison labor, but met with defeat.

Wyoming—No legislation introduced to conform with the Hawes-Cooper Act.

CHAPTER VI

A PROPOSAL FOR THE ESTABLISHMENT OF A STATE INDUSTRIAL FARM COLONY FOR VAGRANT AND MALADJUSTED HOMELESS MEN*

I. *The Need of a Labor Colony*—The homeless population in New York City is composed chiefly of men, and in good times numbers approximately 10,000, amounting to double or three times that number in hard times. According to studies made by the Welfare Council of New York City and other agencies interested in the problem, the proportion of homeless men residents of New York State for two or more years includes from 65 per cent to 75 per cent of this group. Through communication with other cities of the State, (Albany, Rochester, and Syracuse) we find that the number of homeless men, in proportion to the population of those cities is correspondingly large, and the proportion of resident homeless ranges from 80 per cent to 95 per cent of the total number.

Some of these homeless men at all times, and most of them at some time, become the charges of private or public relief agencies. In normal times the chief burden of relief is carried by the private agencies. In the present unemployment crisis the number of dependent homeless men has so increased that all the private relief agencies in New York City are not able to serve more than six per cent of all men seeking aid. For the month of October, 1931, the Central Registration Bureau of New York City referred on first registration a total of 10,870 men, of whom 2,819 were sent to private shelters, and 8,051 were sent to the Municipal Lodging House. Upon re-registration, 14,462 men were referred to all agencies for the homeless and of this number only 761 were sent to private agencies, while 13,701, or 94.7 per cent, were sent to the Municipal Lodging House. The small number of men served by the private agencies is due partly to the lack of resources of the private agencies, but also the fact that many of these men are of a type that cannot respond to the social service treatment administered by the social agencies, and hence have been discarded to the temporary ministrings of the municipal agencies.

The types of men not served by the private social agencies include the following groups:

1. Men who are not old enough to be committed to homes for the aged, and yet are too old to compete successfully in the labor market, except in seasons of great labor demand.
2. Men who are physically or mentally handicapped, but not to the extent that they should be committed to institutions for

* See Recommendation, page 44.

the disabled or insane or feeble-minded, who are in need of some form of custodial care until they can be placed in jobs suited to their capacities.

3. Vagrants and tramps. Sometimes these include the chronic wanderers, the sturdy and able-bodied men who constitute a social problem although they are not criminals. Some of these types have been called "dromomaniaes." In times of economic depression the number of vagrants and tramps tends to increase.

Men who compose the three classes listed above, in larger or smaller numbers, tend always to be found in the community, regardless of the condition of the labor market, and in spite of the efforts of public and private agencies to cope with the problem. Some European countries, examples of which are Germany, France, Belgium, and Switzerland, have attempted to meet the problem by the establishment of farm colonies. The efficacy of the farm colony for homeless, vagrant, and temporarily unemployable men was recognized by the Legislature of this State as early as 1911, when it provided for "a state industrial farm colony for the detention, humane discipline, instruction, and reformation of male adults committed thereto as tramps and vagrants." (Chapter 812, Laws of 1911.)

II. *The Purpose and Program of a Farm Colony*—Most social agencies that serve homeless and maladjusted men at the present time are equipped mainly to meet their transient needs. Even the municipal lodging houses were established for temporary service, giving from one to five nights of shelter a month. Without being an asylum of permanent refuge, the farm colony should give more permanent care than present agencies.

The colony would receive men by court commitment or by voluntary commitment, but those sent by a court would be accepted not as penal, but as institutional probation cases. The advantages of the farm colony should be considered from a sociological rather than a penological viewpoint. It seems not to have been the purpose of the Law of 1911, under which the colony was authorized to put major emphasis upon the correctional or disciplinary features, and to place such emphasis in its program would only defeat the more significant services that such a colony could render both its inmates and the community.

The main purpose should be that of rehabilitating partially unemployable men, as well as the less confirmed types of tramps and vagrants, that these men might again be established on jobs suited to their capacities. Chronic tramps and vagrants who stand seriously in need of discipline should be the charges of work houses and other penal agencies. Men who are chronically ill either physically or mentally should be sent to hospitals, and men who for various reasons are wholly unemployable should be committed to the almshouses. The farm colony should not be used for any such types, but only for men who are reclaimable for some part in the

labor market. Inmates of the farm colony should not be of the type who need to be guarded, but they should be men with some capacity to cooperate with the social and psychiatric experts attached to such an institution. The farm colony should be adequately staffed to give the men committed to its care such medical service, occupational instruction, and social guidance that, insofar as their capabilities permit, they may be rendered more able to secure and hold positions.

While at the farm colony, every committed man should be provided with work. It should be the policy to reserve for these men, according to their capacities, all work of construction, tilling the soil, industrial tasks, and of daily operation and maintenance. The work and positions reserved for the employed staff should be only such that would require the abilities of experts. All men sent to the farm colony, except those committed by court order, should receive a small compensation, which should be increased with the responsibility of the position held.

III. *The Establishment and Organization of a Farm Colony*—The location of such a colony should be somewhere within close proximity of New York City in which region the problem of the vagrant and homeless types seems at the present time most acute. Recent studies reveal that there is a tendency for men of this class, in good seasons and at other times, to find their way from other parts of the State to New York City, where they remain long enough to establish residence. In selecting a site for such a colony, an effort should be made to establish it at some point remote from any village or town, but where there is sufficient tillable land to be reclaimed, so that certain essential agricultural pursuits might be carried on.

IV. *The Proposed Budget*—Following is a proposed and tentative outline of the initial cost and the cost of operation during the first year. The staff workers will receive their maintenance and the salaries stated below.

A. Initial cost			
Land, about 500 acres.....	\$5,000		
Buildings	100,000		
Equipment	25,000		
			\$130,000
B. Operating cost, per annum			
1. The Administrative staff			
a. Executive director	\$7,500		
b. Assistant executive director.....	5,000		
c. Physician	2,500		
d. Psychologist	2,000		
e. Social workers (5, at \$1,500 each).....	7,500		
			23,000
2. Maintenance and operating staff			
a. Superintendent of buildings.....	\$2,500		
b. Porters (2, at \$1,000 each).....	2,000		
			4,500

3. Supervisory and instruction staff			
a. Supervisor of farm, construction and workshops	\$2,500		
b. Instructors, shop and agriculture (3, at \$1,200 per man).....	3,600		
c. Clerical workers (3, at \$1,000 each).....	3,000		
			\$9,100
4. Wages to men.....			25,000
5. Food and other supplies.....			75,000
			130,000
Total operating cost.....			\$136,600
Add initial cost.....			130,000
			\$266,600
Appropriation			\$266,600

All men committed to the farm colony will be expected to work from four to six hours a day. Those committed of their own volition would receive a small remuneration for their services, not to exceed 50c to one dollar per day, depending on the work performed. To meet this obligation the sum of \$25,000 has been included in the budget. This money would be amply returned to the farm colony through the work rendered by these men, or through the proceeds of the sale of their labor.

Social workers expert in this field are of the opinion from experiences of farm colonies abroad, that the colony proposed in this State would be in a large measure self-supporting after a year or two of operation.

V. *Urgency for Establishment of Farm Colony at this Time*—These proposed expenditures are justified at this time as it will furnish employment to a class of men who, at present, are being supported by the community in the breadlines and the public lodging houses. Once a farm colony is in existence, it will open a way for distinguishing between the temporarily maladjusted and the chronic tramps and vagrants. It should furnish the police and magistrates with a solution for the mendicancy problem. In the long run the farm colony should reduce mendicancy through its program of care for the incipient tramp or vagrant, and it should discourage mendicants coming to this State from other places.

While this is a perennial problem, it is only in times of depression that its very acuteness forces itself upon the public attention.

COMMITTEE ON FARM COLONY FOR
VAGRANT AND MALADJUSTED HOMELESS MEN,
SECTION ON HOMELESS,
Welfare Council of New York.

CHAPTER 812, LAWS OF NEW YORK, 1911

AN ACT in relation to a farm and industrial colony for tramps and vagrants.

Became a law July 28, 1911, with the approval of the Governor. Passed, three-fifths being present.

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

Section 1. Establishment and purpose. A state industrial farm colony is hereby established for the detention, humane discipline, instruction and reformation of male adults committed thereto as tramps or vagrants.

§ 2. Board of managers; appointments; powers and duties. The said colony shall be under the control and management of a board of seven managers to be appointed by the governor by and with the advice and consent of the senate, in accordance with the provisions of section fifty-one of the state charities law. Such managers shall serve without compensation but shall be entitled to their actual and necessary traveling expenses in the performance of their official duties. The governor shall have power to remove any member or members of the said board of managers for cause after an opportunity to be heard. The said board's control of the said colony shall include among other things:

- a. The election of the officers of the said board.
- b. The appointment of a superintendent and such other employees as the said board shall deem proper.
- c. The establishment and alteration of rules and regulations for the management of the said colony, including the classification, parole, discharge and retaking of inmates, and a system of compensation and credits, by marks or otherwise.

§ 3. The said board of managers shall ascertain whether any lands now owned by the state are suitable for use as a site for the said farm and industrial colony and available therefor. If the said board of managers shall find that any lands now owned by the state are suitable and available for such purpose, the state authorities having charge and control of such lands are hereby authorized, with the approval of the governor, to transfer said lands to the board of managers hereby established, and the said board shall thereupon cause such lands to be made ready for use as a site for such farm and industrial colony. In case no lands now owned by the state are found to be suitable for said farm and industrial colony, the board of managers hereby established shall, with the approval of the governor, select a site therefor of not less than five hundred acres, and may enter into options in behalf of the state for the purchase of such lands at a price not to exceed sixty thousand dollars, and shall make full report thereon to the legislature on or before March first, nineteen hundred and twelve. The said board shall cause to be made by the state engineer and surveyor a map or maps of the lands selected, which shall be certified by a majority of them, and filed in the office of the secretary of state and duplicates thereof in the office of the clerk of the county wherein such lands are located. It shall be the duty of the said board to prepare such site as may be acquired for the use by the said colony, to provide a water supply and a system of drainage therefor, to determine what buildings are necessary and need thereon for the proper housing and educational training of not less than five hundred inmates and to act as a board of managers in the erection of said buildings and in the expenditure of the moneys herein or hereafter appropriated for the purchase and improvement of the said site, in all the work of construction and improvement, the labor of inmates of the said colony shall be employed wherever and so far as practicable.

§ 4. Commitment; term of detention. When the said colony shall be ready to receive any inmates, the said board shall notify the several county clerks of all the counties of the state of that fact. It shall be the duty of the said county clerks immediately on receipt of the said official notification to transmit a copy thereof to each and all of the several courts in their respective counties and to each and all of the several justices of the supreme court and

other judges, justices and magistrates, residing or sitting in their respective counties. Thereafter any such court or magistrate may commit to the said colony to be there detained under the provisions of this act any male over the age of twenty-one who shall be adjudged by such court or magistrate to be a vagrant or tramp; but no person shall be so committed who shall satisfy the said court or magistrate that he habitually supports himself through lawful employment. It is the intent and meaning of this act that reputable workmen, temporarily out of work and seeking employment, shall not be deemed tramps or vagrants nor be committed as such to the said colony, nor shall any person be committed to the said colony for any other cause than herein provided. Any person who shall be committed to the said colony shall be detained therein according to this act and not otherwise, anything in the penal law to the contrary notwithstanding. Such commitment shall not be for a definite term but any such male, at any time after his commitment, may be paroled or discharged by the said board of managers, and shall not in any case be detained longer than two years and unless he shall become reaching the age of sixteen have been previously committed to a penal institution, he shall not be detained longer than eighteen months. If through oversight or otherwise any male be committed to the said colony for a definite period of time, such commitment shall not for that reason be void, but the person so committed shall be entitled to the benefit and subject to the liabilities of this act, in the same manner and to the same extent as if the commitment had been made according to the terms prescribed by this act.

§ 5. Provisions of code of criminal procedure to be followed. In the commitment of tramps and vagrants to the state industrial farm colony the provisions of the code of criminal procedure with relation to such classes shall, so far as consistent with the provisions of this act, be observed and followed. Persons committed as vagrants shall be local charges as provided in such code, and those committed as tramps shall be maintained at the expense of the state as at present, but in no event shall any locality be charged a greater amount for the care of vagrants than the actual per capita cost of their maintenance in such state industrial farm colony.

§ 6. Appropriation. The sum of ten thousand dollars (\$10,000) or so much thereof as may be necessary, is appropriated for the purposes of this act.

§ 7. This act shall take effect immediately.

CHAPTER 530, LAWS OF NEW YORK, 1912

AN ACT making appropriations for constructions, improvements, repairs and equipment at various institutions.

Became a law April 18, 1912, with the approval of the Governor. Passed, three-fifths being present.

CHARITABLE

State Industrial Farm Colony

The board of managers of the State Industrial Farm Colony are hereby authorized to make contract or contracts in a sum not to exceed in the aggregate five hundred thousand dollars for construction, including heating, lighting and plumbing work, water supply, sewage disposal, and the purchase of a site and for such expenses incidental thereto as may be necessary, to provide accommodations for not less than five hundred inmates, and of said amount and for the purpose herein stated, and the purchase of a site, which site shall not exceed in cost the sum of sixty thousand dollars (\$60,000) there is hereby appropriated the sum of one hundred thousand dollars, or so much thereof as may be necessary.

The work authorized by this act in institutions reporting to the fiscal supervisor shall be done pursuant to the provisions of section forty-nine of the state charities law, as amended by chapter one hundred forty-nine of the laws of nineteen hundred and nine and chapter forty-seven of the laws of nineteen hundred and ten.

CHAPTER 274, LAWS OF NEW YORK, 1918

AN ACT to amend the penal law, in relation to the amount of allowance by the state for maintenance of tramps in penitentiaries.

Became a law April 19, 1918, with the approval of the Governor. Passed, three-fifths being present.

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

Section 1. Section twenty-three hundred and seventy of the penal law is hereby amended to read as follows:

§ 2370. Punishment of tramps. Every tramp, upon conviction as such shall be punished by imprisonment at hard labor in the nearest penitentiary for not more than six months, and the expense during such imprisonment shall be paid by the state at the rate of sixty cents per day per capita. Any act of vagrancy by any person not a resident of the state shall be evidence that the person committing the same is a tramp within the meaning of this article.

§ 2. This act shall take effect September first, nineteen hundred and eighteen.

CHAPTER 384, LAWS OF NEW YORK, 1917

AN ACT providing for the use for military purposes of the state lands at Beekman acquired for the Industrial Farm Colony.

Became a law May 7, 1917, with the approval of the Governor. Passed, three-fifths being present.

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

Section 1. The land and premises situated in the town of Beekman in Dutchess county, owned by the State and acquired by the board of managers of the Industrial Farm Colony pursuant to chapter eight hundred and twelve of the laws of nineteen hundred and eleven, shall be under the jurisdiction and control of the state army commission for the period of one year after the date this act takes effect for use for a mobilization camp and for other military purposes.

§ 2. This act shall take effect immediately.

CHAPTER 320, LAWS OF NEW YORK, 1920

AN ACT providing for the use by the state hospital commission of the state lands at Beekman, acquired for the Industrial Farm Colony, and repealing chapter three hundred and eighty-four of the laws of nineteen hundred and seventeen, entitled "An act providing for the use for military purposes of the state lands at Beekman acquired for the Industrial Colony."

Became a law April 26, 1920, with the approval of the Governor. Passed, three-fifths being present.

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

Section 1. The land and premises situated in the town of Beekman, in Dutchess county, owned by the state and acquired by the board of managers of the Industrial Farm Colony pursuant to chapter eight hundred and twelve of the laws of nineteen hundred and eleven, shall be under the jurisdiction and control of the state hospital commission for the period of two years from the date this act takes effect.

§ 2. All movable equipment, supplies and materials provided by the military authorities during the period of their occupancy shall remain the prop-

erty of the adjutant general of the state and the state army commission and shall be removed on their order.

§ 3. Chapter three hundred and eighty-four of the laws of nineteen hundred and seventeen, entitled "An act providing for the use for military purposes of the state lands at Beekman acquired for the Industrial Farm Colony," as amended by chapter two hundred and seventy-three of the laws of nineteen hundred and eighteen, is hereby repealed.

§ 4. This act shall take effect immediately.

CHAPTER 106, LAWS OF NEW YORK, 1924

AN ACT placing certain state lands in the town of Beekman under the jurisdiction and control of the state hospital commission.

Became a law April 3, 1924, with the approval of the Governor.

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

Section 1. The land and premises situated in the town of Beekman in Dutchess county, owned by the state and acquired by the board of managers of the Industrial Farm Colony pursuant to chapter eight hundred and twelve of the laws of nineteen hundred and eleven and temporarily placed under the jurisdiction and control of the state hospital commission by chapter three hundred and twenty of the laws of nineteen hundred and twenty shall hereafter, without limitation as to time, continue under such jurisdiction and control and shall be used as a part of the Hudson River State Hospital.

§ 2. This act shall take effect immediately.

CONSTITUTION AND BY-LAWS

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

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

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

§ 2. The estate and concerns of said corporation shall be managed and conducted by its executive committee, in conformity to the constitution of the said corporation; and the following articles that now form the constitution of the association shall continue to be the fundamental laws and constitution thereof, subject to 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, of whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.

[110]

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.

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 asso-

ciation 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.

STATEMENT OF INCOME AND EXPENSES OF THE GENERAL FUND

YEAR ENDED DECEMBER 31, 1931

INCOME:

Donations:		
Special purposes	\$7,024 55	
Unrestricted	20,398 96	
		\$27,423 51
Endowment Income:		
Interest on mortgages.....	\$6,994 52	
Interest on bonds.....	7,160 98	
Interest on bank balances.....	44 87	
Dividends on stocks.....	932 90	
		15,133 27
TOTAL INCOME		\$42,556 78

EXPENSES:

General Administration:		
Salaries and wages	\$11,649 96	
Traveling expenses	417 78	
Printing and stationery.....	545 00	
Postage	453 76	
Telephone and telegraph.....	296 80	
Annual report	387 44	
Legal and auditing.....	235 00	
Legislative service.....	120 00	
Furniture and fixtures.....	87 84	
Periodicals, custodian, etc.....	370 89	
House maintenance	1,783 04	
		\$16,367 51
Relief:		
Prisoners and families.....	\$18,074 94	
Relief—administration	3,357 64	
Employment—administration	3,378 35	
Appeal—administration	4,196 00	
		28,976 93
TOTAL EXPENSES		45,344 44
EXCESS OF EXPENSES OVER INCOME.....		\$2,787 66

We have audited the books, accounts, minutes, and other records of The Prison Association of New York for the year ended December 31, 1931, and, in our opinion, the attached statement of income and expenses correctly states its operations for the year ended that date.

Respectfully submitted,

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

[117]

CONTRIBUTORS

LIFE PATRONS

By Contributions of \$500 or More at One Time

Anchinloss, Charles C.
 Blumenthal, George.
 Brewster, Robert S.
 Bureau of Social Hygiene Inc.
 Clark, F. Ambrose.
 Harkness, E. S.
 Hochschild, Harold K.
 Holter, Mrs. E. O.
 James, Arthur Curtiss.
 Lewishohn, The Misses Alice and Irene.
 Lotta Fund for Aiding Discharged Convicts.

New York Foundation.
 Rockefeller, John D.
 Rockefeller, John D., Jr.
 Rockefeller, The Laura Spelman Memorial.
 Sagan Holding Co.
 Sage, Penn.
 *Schiff, Mortimer L.
 Tiffany, L. C.
 Vail, Mrs. Lawrence.
 Woerishofer, Mrs. Anna.

HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

F. S.
 C. S. S.
 G. W. W.
 A Friend.
 Anonymous.
 Anson, Mrs. Earnald.
 Arnold, Mrs. Benjamin W.
 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.
 Carhart, Mrs. Hamilton.
 Cary, Miss Kate.
 Chapman, Mrs. John J.
 Chisholm, George E.
 Chisolm, B. Ogden.
 Choate, Joseph H.
 Clafin, John.

Clark, Edward Severin.
 Clark, Mrs. Stephen C.
 Clarke, Miss Florence M.
 Clarke, Mrs. Lewis L.
 Clyde, Mrs. William P.
 Coe, William R.
 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.
 Durand, Mrs. Frederic F.
 Dwight, Winthrop E.
 Elbert, Mrs. Robert G.
 Ewing, William F. C.
 Field, Mrs. E. Marshall.
 Frost, Aaron V.
 Gabriel, Mrs. E. Vivian.
 Gardner, Mrs. Robert Folger.
 Gerry, Peter G.

* Deceased.

[118]

Gould, Edwin.
 Grace Church.
 Hadden, Alexander M.
 Halkett, Mrs. Sarah.
 Hall, Mrs. Bolton.
 Harris, John F.
 Hayden, Charles.
 Hearn, James A. & Son, Inc.
 Herriek, Mrs. Robert F.
 Hochschild, Walter.
 Hubbard, Miss Anna Weir.
 Hulswit, 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.
 Lewishohn, Adolph.
 Lewishohn, Sam A.
 Livingston, Johnston.
 Lorillard, Pierre.
 Low, William G.
 McHarg, Henry K.
 McKinney, Fries.
 McLean, Mrs. James.
 Markle, John.
 Moore, Edward S.
 Moore, Mrs. William H.
 Morgan, John P.
 Morris, Mrs. Lewis R.
 Nichols, W. H.
 Olyphant, Robert M.
 Osborn, William Church.
 Osborn, Mrs. William Church.
 Ostwalt, F. E.
 Perkins, Mrs. George W.
 Pond, Miss Florence L.

Porter, H. Hobart.
 Porter, Mrs. H. Hobart.
 Post, James E.
 Potter, William C.
 Pratt, George D.
 Pratt, Herbert L.
 Prentiss, Benson S.
 Rand, George C.
 Reed, Latham G.
 Reid, Ferguson.
 Remsen, Miss Elizabeth.
 Rice, Mr. and Mrs. Alexander H.
 Richardson, Mrs. C. Tiffany.
 Rinekhoff, John P.
 Ronda, Mrs. Manuel.
 Riverside, The Church.
 Sabin, Charles H.
 St. Thomas Church.
 Satterlee, Mrs. Herbert L.
 Scoville, Miss Grace.
 Seligman, 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 Geving, 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 at \$50 at One Time

A. H. (In Memory of).
 A. Z.
 C. S.
 P. 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.
 Bulkley, Edwin M.
 Bulkley, 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. E.
 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.
 Dwyght, Mrs. Edward F.
 Eastman, Mr. and Mrs. Lucius R.
 Eittington-Schild Co.
 Ellis, William D.
 Emmet, Mrs. C. Temple.
 Enmet, 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.
 Gabrieliowitch, Mrs. Clara.
 Gage, Mrs. B. W.
 Gallatin, Albert.
 Gallatin, Mrs. Albert.
 Geddes, Donald G.
 Geer, Mrs. Walter.
 Goldman, Julius.
 Guggenheim, Mrs. Simon.
 Hamersley, L. G.
 Hammond, Mrs. John Henry.
 Hawkes, Mrs. Morris.
 Heifetz, Jascha.
 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.
 Klee, 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, Morgan J.
 Parish, Henry.
 Parks, Leighton.
 Peabody, George Foster.
 Pearl, Mrs. Frederick W.
 Peckham, Mrs. Wheeler H.
 Perkins, Mrs. Frederick C.
 Perry, Mrs. H. G.
 Peters, Mrs. Theodore.
 Phipps, Mrs. John S.
 Pitkin, Mrs. Albert J.
 Polk, Mrs. William M.
 Pope, Mrs. Charles F.
 Potter, Howard.
 Powell, Wilson M.
 Pratt, Mrs. Charles M.
 Prospect Helpers, Inc.
 Prosser, Thomas.
 Putnam, Mrs. B. V.
 Randolph, Mrs. Francis F.
 Reed, Lansing P.
 Resor, Mrs. Stanley.
 Reynolds, George G.
 Richard, Miss Elvina.
 Riegger, Arnold F.

Robbins, Mrs. Francis LeB., Jr.
 Roessler, Mrs. Franz.
 Root, Charles T.
 Rothbart, Albert.
 Rothschild Brothers & Co.
 Russell, Miss Marie L.
 Satterlee, Herbert L.
 Scott, Miss Mary Evelyn.
 Scott, Walter.
 See, Alonzo B.
 Sheldon, James C.
 Shepard, Finley J.
 Sieber, Dudley F.
 Simmons, Joseph Ferris.
 Sorchan, Mrs. Victor.
 Sparks, T. Ashley.
 Speyer, James.
 Stebbins, E. Vail.
 Steele, Charles.
 Stewart, Mrs. P. H.
 Stokes, J. G. Phelps.
 Stone, Miss Ellen J.
 Stone, Samuel H.

Stout, Mrs. Andrew V.
 Straus, S. W. & Co.
 Taylor, Lloyd.
 Thacher, Thomas D.
 Thompson, Mrs. Joseph T.
 Towne, Mrs. John H.
 Tucker, Allen.
 Tucker, Samuel A.
 Tuckerman, Mr. and Mrs. Paul.
 Twichell, Mrs. Burton P.
 Ulman, Mrs. Morris S.
 Van Vechten, E. B.
 Wade, Mrs. Alfred B.
 Watson, Mrs. James S.
 Wellington, Miss Elizabeth R.
 White, Mrs. Henry.
 White, Miss May W.
 Williams, Harrison.
 Wilson, Mrs. Orme.
 Yeatman, Pope.
 Young, Miss Katharine V.
 Zabriskie, Mrs. Cornelius.

CONTRIBUTORS' LIST

For Fiscal Year January 1, 1931 to December 31, 1931
Designation of Funds.

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

A.	
Aaron, Mrs. David.....	10 00
Abbe, Miss Harriet C.....	10 00
Adams, Mrs. C. Thayer.....	5 00
Adams, Mrs. Hall..... S.	2 00
Addy, John Gilmore.....	3 00
Adee, George Townsend.....	15 00
Adkins, Mrs. Leonard D.....	25 00
Adler, Ernest..... G. R.	2 00
Adler, Jacob & Co., Inc.....	10 00
Adler, Miss Joia..... G. R.	5 00
Adler, Mrs. Morton L. G. R.	5 00
Adriance, Harris Ely.....	2 00
Agnew, Mrs. George B.....	50 00
Albee, Elery E. G. R.....	3 00
Alcuin Preparatory School From the Students.....	5 00
Alderson, Miss Lillian G. R.....	2 00
Aldrich, Mrs. Richard.....	10 00
Aldrich, Mrs. Richard.....	30 00
Aldrich, Mrs. Winthrop Wil- liam.....	10 00
Alexander, Miss Agnes.....	10 00
Alexander, Miss Mabel W.....	5 00
Alexander, William.....	30 00
Allen, George Marshall.....	5 00
Allen, Mrs. Paul.....	10 00
Alley, James C.....	1 00
Allison, Mrs. Eibel T. G. R.	2 00
Alsberg, William.....	10 00
Altschul, Mrs. Charles.....	10 00
Altschul, Miss Clara.....	5 00
Amory, Mrs. Charles Minot.....	20 00
Anderson, Clayton & Fleming, Anderson, Miss Cornelia.....	5 00
Andrews, Mrs. Samuel Wakeman.....	15 00
Angeli, Montgomery B. G. R.	10 00
Anson, Mrs. Ernad.....	100 00
Apple, S. & Company.....	5 00
Appel, Mrs. John S.....	20 00
Armbruster, Eugene L.....	2 00
Arnold, Mrs. Benjamin W.....	125 00
Arnslein, Mrs. Frances.....	5 00

[122]

Arnslein, Mrs. Leo.....	10 00
Ash, Charles F.....	5 00
Ash, Mrs. Elias..... G. R.	10 00
Ashmore, Sidney B..... S.	10 00
Aspinwall, J. Lawrence.....	5 00
Astruck, Mrs. J. H..... S.	2 00
Auchincloss, Charles C.....	300 00
Auchincloss, Mrs. Charles C.	100 00
Auchincloss, Mrs. Edgar S.....	20 00
Auchincloss, Gordon.....	20 00
Auchincloss, Mrs. Hugh D.....	10 00
Auchincloss, John Winthrop	20 00
Auchincloss, Mrs. Reginald Le G.....	20 00
Ayerigg, Miss Kate.....	10 00
B.	
Babbitt, Mrs. Kurnal R.....	4 00
Babeock, Edward Wilcox.....	1 00
Bacon, Daniel.....	15 00
Bacon, Miss Frances McNeil	3 00
Baerwald, Mrs. Paul.....	10 00
Baker, Mr. and Mrs. Herbert S.....	10 00
Baker, Mrs. Herbert S.....	5 00
Baker, Mrs. Walter..... C. T.	50 00
Baldwin, Mrs. Arthur J.....	20 00
Baldwin, Mrs. Frederick H. G. R.....	5 00
Baldwin, Miss Theodora.....	2 00
Ballard, Mrs. Edward Lathrop.....	10 00
Ballin, Miss Marie H.....	5 00
Baltazzi, Mrs. S. A. Warner.....	10 00
Bancker, Mrs. E. H.....	5 00
Banks, Lenox.....	10 00
Baring, Charles.....	50 00
Baring, Charles..... S.	10 00
Barksdale, Mrs. Hamilton M.	25 00
Barnes, Courtland D.....	10 00
Barnes, Mrs. E. W.....	5 00
Barnivill, John J.....	5 00
Barnum, Miss Laura C.....	7 00
Barnum, William Henry.....	25 00
Barrows, Ira.....	25 00
Barstow, Miss Cornelia K.....	6 00
Bartol, Mrs. Henry P.....	25 00
Barton, Mrs. Joshua L.....	2 00
Bass, Frederick W.....	5 00
Bataille, A. H.....	10 00
Battie, Miss A. Dorothy.....	5 00
Baxter, Mrs. W. J.....	1 00
Bayne, Walter L.....	10 00
Beckhard, Martin.....	5 00
Bedford, Mrs. Alfred C.....	25 00
Beesie, Miss Evelyn F. C. T.	3 00
Beer, Mrs. Julius.....	5 00
Beers, Miss M. Elisabeth.....	20 00
Behre, Mrs. John H.....	3 00
Beisack, Walter.....	2 00
Belais, Arnold.....	2 00
Beltz, H.....	10 00
Bell, Mrs. J. Lowrie.....	10 00
Beller, Mr. and Mrs. Abra- ham.....	5 00
Beller, William F.....	10 00
Belloni, Miss Sadie H.....	3 00
Benedict, Elliot S.....	5 00
Benjamin, Miss Aline P.....	25 00
Benjamin, Mrs. Joseph J.....	5 00
Bennett, Eugene B.....	50 00
Bentley, The Misses N. R. and Meta E.....	5 00
Benze Perfection Sample Card Co. Inc.....	2 00
Berger, Mrs. Charles F.....	5 00
Berkey, Mrs. Charles P.....	2 00
Bernheim, Henry J.....	10 00
Bernheimer, Miss Cora A.....	10 00
Bernstein, Isaac.....	5 00
Beruth, O. M.....	20 00
Berry, Charles W. G. S.....	10 00
Bethge, Max.....	1 00
Biederman, August.....	20 00
Bier, Mrs. Sylvia.....	5 00
Bilings, Miss Elisabeth.....	3 00
Bill-Rite Baby Carriage Co. G. R.....	5 00
Binger, Mrs. Walter.....	5 00
Bingham, Theodore A.....	5 00
Bissell, Miss Kathryn Leavitt.....	6 00
Blair, James A.....	5 00
Blaney, Mrs. Charles P.....	3 00
Blanke, Miss Alice M.....	2 00
Blanke, Miss Katharine M.....	2 00
Bley, Henri Jacques.....	2 00
Bloch, Adolph.....	15 00
Bloch, Mrs. Bertram.....	10 00
Bloch, Charles E.....	5 00
Blodgett, Mrs. Arba.....	1 00
Blodgett, Delos A. 2d.....	10 00
Blossier, H. H..... G. R.	5 00
Blossom, Mrs. Francis.....	5 00
Buen, Mrs. Morris J.....	10 00
Bhum, Miss Estelle B.....	1 00
Blumenthal, George.....	600 00
Blumenthal, Mrs. Sol.....	5 00
Bondman, Henry P.....	20 00
Bodman, Mrs. George M. G. R.....	10 00
Boese, Edwin.....	10 00
Bogert, Walter L.....	5 00
Bolling, Mrs. Raynal C.....	5 00
Bolton, Miss Frances H.....	5 00
Bonbright, Irving W.....	10 00
Bonny, Mrs. Leonard W.....	10 00
Boncock, Laurence.....	10 00
Borden, Albert G.....	20 00
Bosworth, Miss Isabel C. G. R.....	5 00
Botcher, Miss Bertha Louise.....	5 00
Boucher, Charles.....	10 00
Bouvier, M. C.....	5 00
Bowen, George N.....	1 00
Bowen, W. A.....	1 00
Bowie, Mrs. W. Russell.....	5 00
Bowler, Mrs. Muriel..... C. T.	5 00
Boyce, A. L.....	5 00
Boydton, Herbert P..... G. R.	60 00
Bradford, Mrs. John Henry Jr.....	10 00
Bradley, Charles B.....	10 00
Breed, Mrs. James McV.....	25 00
Brewer, Edward E.....	1 00
Brewster, Miss Josephine.....	1 00
Brewster, Robert S.....	100 00
Brill, A. A.....	5 00
Bristol, Mrs. Isaac Devoe.....	5 00
Brooks, Mrs. Frederick..... S.	10 00
Brooks, Walter H..... G. R.	1 00
Bronner, Miss Mary L.....	1 00
Brown, William.....	5 00
Brown, Mrs. Donaldson.....	10 00
Brown, Miss Edith Harman "In Memory of Mr. and Mrs. Harman Brown".....	45 00
Brown, Miss Elizabeth S..... S.	3 00
Brown, Mrs. Franklin Q.....	5 00
Brown, Mrs. George Alex- ander.....	4 00
Brown, Mr. and Mrs. J. Wright.....	10 00
Brown, Miss Julia D.....	15 00
Brown, Lathrop.....	5 00
Brown, Lawrence Brown.....	2 00
Brown, Mrs. Lyman D.....	3 00
Brown, Mrs. Thornton K.....	4 00
Brown, William Adams.....	15 00
Browne, Mrs. Curtis Nor- throp.....	2 00
Browning, Mrs. J. Hull G. R.	10 00
Browning, Mrs. William C.....	5 00
Bruce, Harold Anson..... S.	15 00
Bruce, Mrs. Leslie G. G. R.	2 00
Bruce, Miss Sarah E.....	100 00
Bruen, Alexander Jay.....	25 00
Bruen, Miss Constance L. J. S.....	12 50

Bruenn, Miss Bertha A.	1 00	Chapin, Charles M.	25 00
Brundage, Mrs. Madeleine H. C. T.	10 00	Chapin, Miss Cornelia Van A.	10 00
Brundige, Miss Elisabeth Banks	2 00	Chapman, Mrs. John D.	10 00
Brunswick, Mrs. Emanuel	10 00	Chapman, Mrs. John Jay	50 00
Bryant, Samuel . . . G. R.	10 00	Chapman, Miss Mary W.	10 00
Bryce, Miss Mary T.	20 00	Chapman, Miss Mary W. S.	2 00
Buehann, Mrs. S. Edwin	15 00	Chapman, Mrs. William P.	10 00
Buehann, William R.	10 00	Charles, Mrs. Mary de P.	5 00
Buckall, Mrs. Henry W. J.	10 00	Chase, Miss Ruth A.	2 00
Bulkley, Mrs. Edwin M.	25 00	Channey, Miss Lucy	10 00
Bulkley, Edwin M.	25 00	Cheney, Christopher T.	25 00
Bull, Mrs. E. Llewellyn	5 00	Child, Mrs. Lewis P. . . G. R.	2 50
Bunker, William	25 00	Child, Miss Mary W.	5 00
Burchard, Miss Anna T.	2 00	Chisholm, George E.	100 00
Burchell, Henry J.	5 00	Chloe, Mrs. Arthur Osgood	10 00
Bureau of Social Hygiene, Inc.	500 00	Christie, Mrs. Percy M.	1 00
Burgess, Alexander H. . . G. R.	5 00	Church of the Incarnation	5 00
Burling, John . . . S.	10 00	Church Social Service of Women's Alliance Branch of West Side Unitarian Church . . . C. T.	10 00
Burlingham, Mrs. Charles	125 00	Cisco, George Harris	10 00
Burnham, E. Palmer	10 00	Claflin, John	100 00
Burns, Mrs. A. L. . . . S.	10 00	Clark, Mrs. P. Wolf	5 00
Burns, A. L.	20 00	Clark, F. Ambrose	100 00
Burr, Mrs. Frederic M.	15 00	Clark, Mr. and Mrs. J. Franklin . . . S.	2 00
Burr, Mrs. Louis H.	5 00	Clark, Miss Maud S.	2 00
Burt, Miss Alice R. . . C. T.	1 00	Clark, Mrs. O. M.	15 00
Bushnell, Mrs. Ericsson F.	5 00	Clark, Mrs. Stephen C.	100 00
Butler, Charles Stewart	10 00	Clark, Walter H. . . S.	1 00
Butler, The Howard Russell Trust	5 00	Clark, Mrs. William Brewster	10 00
Butler, Miss Mary M.	5 00	Clarke, Mrs. A. V. N.	3 00
Butler, Willard Parker	10 00	Clarke, Mrs. E. Arthur Stanley	10 00
Butt, Mrs. McCooky . . C. T.	5 00	Clarke, Miss Florence	5 00
Butterick, Miss Mary E.	10 00	Clarke, Miss Helen MacG.	3 00
Butterworth, Mrs. George Forrest	25 00	Clausen, Mrs. George U.	5 00
Byrne, Mrs. James . . G. R.	5 00	Cleland, Mrs. T. J.	15 00
C.		Cluett, Walter H.	10 00
Cady, Miss Alice V.	5 00	Cochran, George D.	10 00
Callender, J. A.	10 00	Cockerott, Miss Mary T.	10 00
Capron, Mr. and Mrs. C.	10 00	Cocks, Francis E.	2 00
Carlebach, Mrs. Emil	10 00	Coe, William R.	100 00
Carleton, Miss Ida B.	2 00	Coggill, Mrs. George	5 00
Carleton, Mrs. R. H. . . S.	10 00	Cohen, William N.	25 00
Carlisle, Mrs. George Lester	10 00	Cohn, Mrs. Alfred E.	5 00
Carnegie, Mrs. Thomas M., Jr.	10 00	Colborn, Mrs. T. T.	5 00
Carter, Ernest Trow	10 00	Colgate, Henry A.	25 00
Cary, Miss Kate	35 00	Colgate, William	100 00
Cary, Mrs. Melbert B., Jr.	20 00	Coll, Mrs. Robert J.	5 00
Case, Henry Phelps . . G. R.	10 00	Coll, Harriet E.	10 00
Case, J. Herbert	5 00	Colt, Mrs. Richard C.	25 00
Cautley, Mrs. Randolph V. G. R.	1 00	Coman, Miss Caroline . C. T.	5 00
Cerf, Mrs. Louis A.	2 00	Community Church of New York	5 00
Chambers, Mrs. B. Duvall	5 00	Condit, Fillmore	15 00
Chambers, Robert A.	25 00	Cons Export & Commission Company	25 00
Chanler, Mrs. Winthrop	5 00	Connable, Frank L. . . S.	10 00

Conrad, Mrs. H. V.	15 00	Davis, Joseph E.	100 00
Coaway, W. P.	10 00	Davis, Mrs. Joseph E.	10 00
Cook, James D.	5 00	Davidson, Miss Ella H.	30 00
Cook, Mrs. W. W. . . C. T.	2 00	Davidson, Mrs. Henry P.	10 00
Cooper, James Fenimore	100 00	Dayton, Ralph E.	5 00
Cooper, Mrs. James Fenimore	200 00	Dean, Mrs. Buford	5 00
Cornell, Edward	5 00	De Boer, David H.	10 00
Cornell, Miss Mary E. . G. R.	5 00	Decker, Casper G.	20 00
Cornish, Mrs. E. J. . . S.	20 00	Decker, Charles A.	10 00
Cornwall, William Cary	5 00	De Forest, Mrs. Henry	25 00
Cory, Robert H.	10 00	de Forest, Henry W.	25 00
Coster, Mrs. Charles Henry	10 00	*de Forest, Robert W.	25 00
Cowl, Mrs. Clarkson	5 00	De Graff, James W.	10 00
Crafts, Miss Elisabeth S.	25 00	DeShanty, Mrs. Henry	5 00
Craig, Miss Christobelle	5 00	De Long, Mrs. Emma	5 00
Crane, William F. & Company	5 00	Demarest, Miss Mary M.	2 00
Crawford, Miss A. L. . . S. R.	10 00	Deming, Miss Eleanor	10 00
Crawford, Miss Jessie N. G. R.	5 00	Denny, Mrs. Thomas Sr.	4 00
Creamer, William G.	2 00	de Peyster, Miss Augusta M.	10 00
Crimmins, Miss Mary C. G. R.	10 00	de Peyster, Miss Frances G.	25 00
Crimmins, Mrs. Thomas	10 00	de Rham, Mrs. Charles	15 00
Crocker, Mrs. Katharine W.	10 00	Deutch, Miss Eva . . G. R.	2 00
Crocker, William T.	5 00	Dickey, Mrs. Charles D.	10 00
Crofoot, Mrs. L. F.	15 00	Dickey, Mrs. Charles D., Jr.	10 00
Cromwell, J. William, Jr.	10 00	Dillingham, Frank A.	5 00
Cromwell, James W.	10 00	Dimock, E. J.	10 00
Crosby, Miss Mary R.	5 00	Dimock, Edwin	10 00
Cross, Miss Emily R.	15 00	Ditson, Mrs. Charles H. S.	5 00
Cross, John Walker	50 00	Ditmar, A. J. . . S.	2 00
Crowell, Mrs. Jeremiah	10 00	Dodge, Mrs. Cleveland E.	5 00
Cudahy, Miss Clara A.	25 00	Dodge, Mrs. Cleveland H.	100 00
Cudmore, Henry K. . . S.	1 00	Dodge, Mrs. Murray	5 00
Culbert, Miss Anna M.	10 00	Dodge, Mrs. Philip Lyndon	10 00
Cullman, Mrs. Joseph F.	25 00	Dodson, Mrs. Robert B.	10 00
Cunning, Mrs. Rochester	5 00	Dommerich, Mrs. Alexander L.	20 00
Curtis, Mr. and Mrs. Eugene	10 00	Doolittle, Mrs. Frederic E.	5 00
Curtis, Mrs. James B.	10 00	Dorrance, Mrs. Samuel M.	5 00
Cutting, Charles Suydam	75 00	Dortie, Miss Adele G. G. R.	5 00
Cutting, Mrs. William Bayard	25 00	Douglas, Miss Elizabeth	35 00
D.		Douglas, Mrs. George William	10 00
Dall, Mrs. Charles Whitney	5 00	Douglas, J. Gordon	10 00
Dalmases, Henry	2 00	Douglas, Mrs. William P.	25 00
Dalzell, Hugh	5 00	Dow, Fannie	5 00
Damrosch, Mrs. Walter	5 00	Drakenfeld, Mrs. B. F.	20 00
Dana, Mrs. David T.	5 00	Draper, Miss Ruth	10 00
Danforth, Miss Isabel	15 00	Draper, Mrs. E. Burnham	5 00
Dancamiller, Edward	1 00	Dreyfus, Fred J.	2 00
Darlington, Mrs. Charles F.	10 00	Droge, Mrs. Amelia V.	2 00
Davenport, Mrs. Sebert E.	3 00	Duane, Mrs. James May	10 00
David, Irwin W.	2 00	Duane, Richard B.	10 00
Davies, Mrs. Dora A. . . S.	10 00	Duane, Robert L.	5 00
Davies, Mrs. J. Clarence	10 00	Du Bois, Mrs. Arthur	10 00
Davis, A. S. . . . S.	1 00	Du Bois, Miss Ethel	30 00

* Deceased.

Herrmann, Arnold	3 00	Hunt, Miss Mary F.	15 00
Herrmann, Paul	1 00	Hunt, Thomas	75 00
Hess, Edwin H.	5 00	Hunter, Miss Margaret C.	2 00
Hessberg, Mrs. Lena	1 00	Huntington, Mrs. C. R.	5 00
Hester, Mrs. Clarence S.	1 00	Huntington, Mrs. Francis C.	10 00
Hewlett, Arthur T.	5 00	Hurd, Richard M.	2 00
Hicks, Mrs. Frederick C.	5 00	Hutchinson, Miss Sara S.	25 00
Hicks, Mrs. Joshua T.	2 00	Hyde, Mrs. Clarence M.	25 00
Hicks, Walker F.	2 00	Hyde, Mrs. William H.	5 00
Hill, Mrs. Oliver B.	5 00		
Hill, Mrs. Richard W.	5 00	L	
Hillhouse, Mrs. Charles	7 00	Ide, Mrs. Henry E.	5 00
Bells		Iger, Mrs. Joseph W. G. R.	1 00
Hills, W. B.	1 00	Industrial Press	15 00
Hiltman, Mrs. J. W.	5 00	Ingalls, Mrs. W. C.	1 00
Hilton, Mrs. Frederick M.	25 00	Ioas, R. G.	10 00
Hilyard, George D.	10 00	Ireland, Mrs. Frederick G.	10 00
Hinrichs, Mrs. Alfred E.	5 00	Irvin, Charles H.	G. R.
G. R.		Isaac, Mrs. I.	5 00
Hinton, Mrs. Alfred Post.	1 50	Isaacs, Mrs. Elsie Gold.	10 00
Hird, Miss Martha	5 00	Iselin, William E.	2 00
Hirsch, Mrs. Albert	8 00	Iseman, Harold M. G. R.	10 00
Hoag, Mrs. J. Edward	8 00	Israel, Mrs. Albert	10 00
Hochschild, Miss Gertrude	50 00		
Hochschild, Harold K.	500 00	J	
Hochschild, Walter	5 00	Jackson, Mrs. Brinkerhoff	3 00
Hodenspyl, Mrs. George H.	5 00	James, Arthur Crinters	50 00
Hodges, Miss Mary G.	20 00	James, Mrs. Bayard G. R.	25 00
Hoe, Mrs. Richard M.	20 00	James, Thomas J.	5 00
Hoffman, Miss Margaret E.	5 00	Jameson, E. C.	25 00
Hoffman, Miss Mary U.	20 00	Jameis, Mrs. James Walker	5 00
Hoffman, Samuel V.	10 00	Jarvis, Mrs. Samuel M.	3 00
Hogan, Mrs. Jefferson	10 00	Jay, Mrs. Augustus	25 00
Hogg, Miss Elisabeth M.	60 00	Jay, De Lancey K.	20 00
Holbrook, Dr. and Mrs. Edwin A.	5 00	Jeffares, James N.	10 00
Hollstein, Mrs. Gustavus M.	2 00	Jeltrup, Mrs. Henri	20 00
Holt, Calvert	5 00	Jermain, Miss Maria C.	30 00
Holt, Mrs. L. Emmett	10 00	Jinks, The	100 00
Holt, Mrs. Robert S.	25 00	Johnson, Bradish G.	10 00
Holter, Miss Betty	10 00	Johnson, Mr. and Mrs. Burges	5 00
Holter, Mrs. Edwin O. E. B.	100 00	Johnson, Mrs. Elmer Har-	
Holzberger, John C.	10 00	lan	40 00
Hoogland, John W.	5 00	Johnson, Gilbert H.	S.
Hooper, Miss Katrine. C. T.	3 00	Johnson, Miss Helen R.	15 00
Horn, The Misses	20 00	Johnson, James W.	25 00
Horton, E. P.	10 00	Johnson, Leeds	10 00
Houston, Miss Louise	3 00	Johnson, Mrs. William Tem-	5 00
How, Miss Mary E.	20 00	pleton	G. R.
Hoyt, Miss Anne Sherman	10 00	Johnstone, Miss Margaret A.	5 00
Hubbard, Miss Anna Weir	100 00	Jones, George E.	25 00
Hubbelt, Charles Bulkley	5 00	Jones, Miss Abbie E.	20 00
Hubbs, Charles F. & Com-		Jones, Mrs. Adam Leroy	3 00
pany		Jones, Mrs. De Wit Clinton	10 00
Huber, Joseph M.	5 00	Jones, Miss Helen S.	15 00
Hudson, Mrs. H. W.	70 00	Jones, W. Strother, Sr.	10 00
Hudson, Paul H.	5 00	Joost, Mrs. Martin	50 00
Hull, Mrs. Albert G.	15 00	Jourdan, Mrs. William B.	10 00
Hull, Mrs. George H., Jr.	2 00	Jourdan, Mrs. William B.	G. R.
Hull, Miss Mathilda C. S.	10 00	Judson, Henry I.	G. R.
Hunt, Mrs. Livingston G. R.	10 00	Jung, Frederick C.	1 00

		K	
Keasbey, Robert A. Company	10 00	Langley, William C.	25 00
Kehr, Gustav	5 00	Langsdorf, Mrs. Morris	5 00
Keller, Mrs. D. H.	2 00	Langman, Jonathan T., Jr.	
Keller, Mrs. Lillie	1 00	G. R.	10 00
Kellogg, Mrs. Frederic R.	1 00	Larned, Mrs. W. T.	10 00
Kernan, Mrs. Michael	5 00	Lathrop, Spencer	10 00
Kellogg, Morris W.	10 00	Latimer, Miss Julia W.	25 00
Kelly, Mrs. Francis C.	1 00	Lauterstein, Mrs. Leon	2 00
Kendall, Mrs. Edward H.	8 00	Lawrence, Miss Caroline T.	
Kendall, Miss Catherine	20 00	G. R.	5 00
Kennedy, Mrs. H. Van Rens-		Lawrence, Miss Clara Louise	30 00
selaer	G. R.	Lawrence, F. Walter, Inc.	5 00
Kenneth, Mrs. Ethel	25 00	Lawrence, Mrs. John L.	10 00
Kern, Jerome J.	1 00	Lawton, Mrs. Francis C. T.	2 00
Kernan, Mrs. Michael	5 00	Layman, Mrs. David T., Jr.	2 00
Kerr, Mrs. Louis S.	10 00	Lesman, Walter E.	2 00
Kerr, Robert C.	50 00	Leavens, Mrs. William B.	5 00
Kerrison, Phillip D.	10 00	Lederer, Sigmund	G. R.
Kimball, Mrs. Renel B.	5 00	Lee, Burton J., Jr.	10 00
King, Mrs. Frederic R.	20 00	Lee, Edwin A.	G. R.
Kinney, G. R. Company, Inc.	10 00	Leeb, Alfred	5 00
Kirkway, George W.	10 00	Leech, Mrs. John E.	3 00
Kirkham, Mrs. Edward G. R.	2 00	Leferts, Mrs. Frederic R.	5 00
Kissel, Mrs. Gustav E.	10 00	Lehman, James M.	20 00
Kitching, Miss Belle M. G. R.	5 00	Leiz, Maurice	G. R.
Kittredge, Mr. and Mrs. Samuel Dana	5 00	LeRoy, Mrs. Katharine M.	10 00
Knight, Mrs. George T.	10 00	Lester, Miss Fanny A.	5 00
Knoedler, M. & Company, Inc.	10 00	Lester, Mrs. Joseph H.	5 00
Knopf, S. Adolphus	3 00	Lester, Miss M. Elizabeth	75 00
Koch School	5 00	Levi, George	5 00
Koegler, Mrs. Richard A.	5 00	Lewy, Benjamin	1 00
Kohn, Robert D.	10 00	Lewy, Ephraim B.	5 00
Kohlstamm, Edward	15 00	Lewy, Leo E.	5 00
Kohlstamm, Mr. and Mrs. Joseph	15 00	Lewy, Maurice J.	1 00
Korn, Mrs. William	25 00	Lewis, H. Bertram	G. R.
Krashes, Mrs. David	2 00	Lewis, Mrs. Richard J. G. T.	10 00
Kress, C. W.	5 00	Lewis, Mrs. Richard J. G. T.	1 00
Kress, Samuel H.	10 00	Lewisohn, Adolph	10 00
Kunhardt, Wheaton B.	10 00	Lewishon, Sam A.	100 00
Kupfer, Miss Grace H.	5 00	L/Hommedieu, Mrs. M.	
Kupfer, J. Dryden	2 00	Celce	G. R.
Kutz, Miss Lucy A.	2 00	Lieberman, Julius	5 00
		Limborg, Herbert R.	10 00
		Lincoln, Mrs. Frederic W. S.	5 00
		Lindemann, Oscar	10 00
		Lindley, Miss Alice F.	5 00
		Lindley, Mrs. Erasmus C.	20 00
		Lion, Miss Sarah G. (In Memory of Esther Lion)	
Lacy, Miss Jane G.	10 00	S.	5 00
Ladd, William Sargent	10 00	Lipman, Walter L.	2 00
La Farge, Mrs. Banel	5 00	Lissberger, B. & Company	
La Farge, Mrs. Oliver H. P.	35 00	G. R.	10 00
Lake, Miss Jennie S.	2 00	Litchfield, Electus D.	5 00
Lambert, Mrs. Samuel W.	25 00	Lloyd, Mrs. Clifford G. R.	2 00
Lamont, Thomas S.	10 00	Lloyd, Sabado	5 00
Lamont, Mrs. Thomas W.	10 00	Loebenstein, Mrs. William C.	25 00
Lamont, Thomas William	10 00	Lockwood, Mrs. I. Ferris	20 00
La Monte, Miss Caroline B.	10 00	Loewenstein, Hermann G. R.	10 00
Lane, Wolcott G.	10 00	Loews, Inc.	10 00
Langdon, Mrs. Frederic M.	G. R.	Loines, Mrs. Stephen	15 00
Langenbacher, George F.	5 00	Lonsdale, Herman Lihenthal	2 00

Lott, George	10 00	McNall, Mrs. Robert H.G. R.	1 00
Lotta Fund for Aiding Dis-		Meier, Mrs. Ferris J. G. R.	25 00
charged Convicts	911 45	Meikleham, Mrs. T. M. Ran-	
Loveman, Miss Amy	5 00	dolph	10 00
Lovig, Lawrence	1 00	Mellon, Miss Eleanor M. S.	10 00
Low, William G.	45 00	Merchant, Mrs. B. T.	10 00
Ludlum, Charles S.	5 00	Merriam, Miss Annie L.	10 00
Ludvig, Elek John	20 00	Merrill, Mrs. Charles E., Jr.	5 00
Lueders, George & Company	10 00	Merrill, Mrs. Charles E.	5 00
G. R.	10 00	Merritt, Mrs. Edward Reeve	5 00
Luedera, George	5 00	Metseault, Mrs. Jacob	10 00
Lusk, Graham	2 00	Mercer, Mrs. Mantion B., Jr.	
Lustig, Mrs. David L. G. R.		G. R.	50 00
		Meyer, Mrs. Max	2 00
	M.	Middleton & Company, Ltd.	10 00
Mabon, Mrs. A. F.	1 00	Miller, Miss Annie	25 00
MacLay, Mrs. Alfred B.	15 00	Miller, Mrs. G. Macculloch	5 00
MacLean, Mrs. Charles F.	10 00	Millett, Mrs. Stephen C.	10 00
MacNeil, Herson A.	5 00	Miliken, Jno. B.	5 00
Maimin, H. Company, Inc.	5 00	Mills, David B.	10 00
G. R.	5 00	Minford, Miss Agnes A.	10 00
Mallaby, Miss Theodora F.	5 00	Moeller, Miss Hannah T.	2 00
Mandel, Max	20 00	Mohun, Mrs. R. Dorsey	2 00
Manges, Morris	10 00	Moon, Mrs. George C.	2 00
Mandfield, Howard	2 00	Moore, Benjamin	25 00
Manville, Mrs. H. Edward	5 00	Moore, Edward S.	100 00
G. R.	2 00	Moore, Miss Fanny, G. R.	5 00
Marcus, Mrs. George E. G. R.	100 00	Moore, Mrs. Louis de B.	10 00
Markle, John	1 00	Moore, Mrs. Paul	50 00
Markowitz, Mrs. A. Lincoln	35 00	Moore, Mrs. William H.	25 00
Marquand, Mrs. Allan	20 00	Morawetz, Mrs. Victor	2 00
Marquand, Miss Sarnia	3 00	Morche, Ernest W.	2 00
Martin, Alfred W.	10 00	Moreau, Charles L., G. R.	5 00
Martin, Mrs. Alfred W.	5 00	Morgan, Miss Caroline L.	10 00
Martin, Miss Florence C.	10 00	Morgan, D.	10 00
		Morgan, Mrs. Edith P.	5 00
		Morgan, Mrs. John H., G. R.	10 00
		Morison, Charles T., G. R.	5 00
		Morris, Irma C., G. T.	1 00
		Morris, Mrs. Lewis R., S.	50 00
		Morris, Lewis Spencer	10 00
		Morris, Richard L.	15 00
		Morris, William H.	15 00
		Morrissey, John P., G. R.	2 00
		Morse, Mrs. James H., Jr., S.	5 00
		Morse, Robert E.	2 00
		Morton, Mrs. Paul	10 00
		Mosbacher, Mrs. Emil., S.	10 00
		Moses, Mrs. James	5 00
		Mossman, Mrs. Howard Hill	10 00
		G. R.	5 00
		Mott, Edger P.	20 00
		Mott, Lewis F.	8 00
		Mowbray, Miss Mary E.	3 00
		Mowry, Eugene C.	2 00
		Mueller, Jacob P. Company	5 00
		Mueller, Miss Louise M.	25 00
		Munroe, Mrs. Chester G. R.	2 00
		Murphy, Deas	10 00
		Murphy, Grayson M., P.	10 00
		Murphy, Miss Janet B.	

Myers, Marcus A.	1 00	Paulding, James Kirke	10 00
Mygatt, Kenneth	5 00	Pavenstedt, Adolf J.	10 00
Myrick, Thomas N.	10 00	Pavey, Frank D.	20 00
		Payne, Miss Sarah Kate	1 00
	N.	Peabody, George Foster	5 00
Nash, Mrs. Francis P.	10 00	Peace, William G.	25 00
National Biscuit Company	5 00	Peck, Miss Eva W., S.	1 00
Neave, Mrs. Charles	30 00	Peckles, Miss Frances H.	5 00
Neumeyer, Mrs. G.	5 00	Pegram, Edward Sandford.S.	5 00
Neus, William	20 00	Peierls, Siegfried	5 00
Neustadt, Mrs. S.	5 00	Pelt, James D.	10 00
Newhouse, Mrs. Walter Scott	2 00	Pennymer, Mrs. George W.	10 00
Nichols, George	50 00	Perkins, Mrs. Clarence E.	10 00
Nichols, Mrs. John W. T.	5 00	Perkins, Edward W., G. R.	5 00
Nichols, William W.	10 00	Perkins, Miss Emily S.	10 00
Norris, Miss Fanny	5 00	Perkins, Mrs. George W.	130 00
Norton, Mrs. Charles D.	10 00	Perry, Mrs. H. G.	50 00
Norton, Miss Edith, G. R.	10 00	*Peters, Miss Alice R.	10 00
Nourse, Miss Juliet L.	10 00	Peters, Miss Elizabeth	3 00
Noxall Waist & Dress Com-		Peters, Miss Isabelle	10 00
pany	5 00	Peters, Mrs. Samuel T.	5 00
		Phelps, Miss Claudia Lea, 2d	20 00
	O.	Phillips, Miss Edith M. A.	5 00
Oakley, Alonzo Gore	5 00	Phillips, Miss Ellen A. G.	2 00
O'Connor, John Christopher	10 00	Phillips, Miss Ellen M. C. T.	1 00
Ogden, Charles W.	10 00	Pierce, Miss Anne	10 00
Ogden, Miss Mary F.	10 00	Pierce, Mrs. Theron F.	10 00
Olaflon, Olaf	3 00	Pierpont, Miss Julia J.	35 00
Oleott, Mrs. Eben Erskine	8 00	Pierpont, Mrs. R. Stuyve-	
Oleott, Miss Mary	10 00	sant	15 00
O'Neill, Miss Annie	10 00	Pinkerton, Mrs. Robert	
O'Neill, Miss Annie, C. T.	10 00	Allan	15 00
Openhym, Wilfred A.	35 00	Pinta, Miss Jeanne, C. T.	2 00
*Oppenheimer, Mrs. Julius	10 00	Pitkin, Mrs. Albert J.	50 00
Opper, Frederick Burr	1 00	Pitney, Mrs. J. O. H.	10 00
Orin, Henry M.	5 00	Plitt, Louis	1 00
Osborn, Mrs. Ralph, G. R.	10 00	Polak, Edward	2 00
Osborn, Mrs. William Church	S. 10 00	Polk, Frank L.	10 00
Osborn, William Church	S. 100 00	Pollak, W. G.	10 00
Otis, F. Burton	3 00	Pope, Mrs. Charles Frank	40 00
		Porter, H. Hobart	50 00
	P.	Porter, Mrs. H. Hobart	100 00
Page, M. S., S.	2 00	Porter, Mrs. H. Hobart, S.	10 00
Paige, Mrs. Douglas W.	10 00	Porter, Miss Nelly A., C. T.	5 00
Palen, Miss Grace	5 00	Post, Abram S.	10 00
Palmer, Mrs. J. Culbert	20 00	Post, Mrs. Carroll J., Jr.	10 00
Panthen, Karl A.	5 00	Post, Miss Edwina M. G. R.	5 00
Paramount Bead Corpora-		Post, James H.	100 00
tion	1 00	Potter, Miss Blanche	10 00
Paris, Francis Ulshoeffter	S. 5 00	Pouch, A. B. Memorial	
Parker, Mrs. A. W., G. R.	10 00	Foundation, Inc.	20 00
Parker, Mrs. Willard	10 00	Pouch, William H.	10 00
Parsons, Miss Anna H.	1 00	Pratt, Charles H.	20 00
Parsons, Mrs. Edgerton	5 00	Pratt, Mrs. Charles M.	75 00
Parsons, William Barclay	5 00	Pratt, Mrs. John T.	10 00
Parsons, William Barclay,		Prentice, Robert Kelly	5 00
Jr.	5 00	Prescott, Miss Mary R.	20 00
Partridge, Theodore Dwight	10 00	Price, J. Dayton	10 00
		Prizer, Miss Mary C.	5 00

* Deceased.

Prospect Helpers, Inc.....	50 00	Rives, Mrs. Reginald B.....	25 00
Pruyn, Erving.....	5 00	Robbins, Mrs. Julian W.....	10 00
Pryor, Mrs. S. Morris.....	3 00	Roberts, Mrs. Henrietta W.....	5 00
Pultizer, Mrs. Ralph, G. R.....	10 00	G. R.....	5 00
*Pulsifer, Nathan T.....	10 00	Roberts, Miss Josephine L.....	25 00
Purrington, Mrs. William A.....	25 00	Roberts, Miss Marion L.....	15 00
S.....	5 00	Roberts, Ralph E.....	2 00
Putnam, Mrs. B. V.....	15 00	Rohie, Miss Amy.....	5 00
Putnam, Mrs. William A.....	10 00	Robinson, Mrs. E.H. K. G. R.....	15 00
Pyne, Mrs. M. Taylor.....	15 00	Robinson, Mrs. Franklin W.....	5 00
Pyne, Mrs. M. Taylor.....S.	10 00	Roche, James S.....	1 00
		Rockwood, Miss Katharine C.....	15 00
		Rodewald, Miss A. Leontine.....	5 00
		Rodman, H. B.....G. R.....	2 00
		Roessler & Hasslacher.....	10 00
Q.....C. T.....	1 00	Chemical Company.....	10 00
Quinto, Philip.....	2 00	Rogers, Mrs. John Lovett.....	10 00
		Rogers, Mrs. Mary Benjamin.....	25 00
		Root, Oren.....	10 00
		Rose, John Henry.....	1 00
		Rosenbaum, Arthur A.....	5 00
		Rosendale, William M.....	5 00
		Rosensohn, Mrs. S. J.....	10 00
		Rosenstock, Mrs. David G.....	5 00
		Rosenthal, Rudolph.....S.....	2 00
		Rosenzweig, Mrs. Joseph.....	5 00
		Ross, Miss Ivy M.....C. T.....	3 00
		Rothschild, Miss Anna J.....	5 00
		G. R.....	5 00
		Rumery, Ralph R.....	7 50
		Rumyan, Miss Carrie B.....	2 00
		Rusch & Company.....	5 00
		Russell, Mrs. John E.....	10 00
		Russell, Mrs. Howland.....S.....	5 00
		Ryle, Arthur.....	10 00
		Sabin, Charles H.....	100 00
		Sachs, Barney.....	5 00
		Sage, Dean.....E. B. 1,300 00	
		Sage, Dean.....A. S.....	400 00
		Sage, Mrs. William H.....	25 00
		Sahler, Miss Helen G.....	15 00
		Salomon, Mrs. Harry.....	5 00
		Sammis, Miss Lillian. C. T.....	1 00
		Sanborn, James F.....	5 00
		Sanders, Lawrence H.....S.....	1 00
		Sandford, Mrs. Lisa W.....	5 00
		Satterlee, Mrs. Herbert L.....	25 00
		Satterthwaite, Mrs. Pen.....	5 00
		Satterthwaite, Mrs. Thomas E.....	15 00
		Sattler, Anton, Inc.....	2 00
		Saul, Charles B.....	5 00
		Saul, Miss Elka.....	2 00
		Saunders, Arthur C.....	10 00
		Sawyer, Miss Charlotte.....S. R.....	25 00
		Sayre, Miss Mary Hall.....	5 00
		Schadt, George Leonard. C. T.....	5 00

* Deceased.

Schamberg, Mrs. Lewis M.....	2 00	Sloane, Mrs. John.....	30 00
Schauffer, Mrs. F. H.....	5 00	Sloane, Mrs. William.....	25 00
Schefer, Anton H.....	5 00	Smith, Miss Elisabeth More.....	10 00
Schelling, Mrs. Ernest.....	10 00	house.....	10 00
Schiff, Mrs. Jacob H.....	5 00	Smith, Mrs. Fitch W.....	30 00
*Schiff, Mortimer L.....	100 00	Smith, George C. Jr.....	10 00
Schlesinger, Miss Anna.....	5 00	Smith, Miss Madeline Den.....	5 00
Schlesinger, Baldwin.....	3 00	ton.....	5 00
Schley, Mrs. Kenneth B.....	4 00	Smith, Roy C.....	5 00
Schliedter, Frederick.....C. T.....	2 00	Smith, Mrs. Spencer C.....	10 00
Schmidlapp, Carl J.....	25 00	Smithers, Christopher D.....	10 00
Schoening, Gustav.....	10 00	Solomon, Mrs. Stella.....	3 00
Schottmacker, J. H.....G. R.....	15 00	1 00	1 00
Schuchardt, Mr. and Mrs. Frederick.....	5 00	*Souza, John Phillip, G. R.....	5 00
Schuchardt, Mr. and Mrs. Frederick.....	5 00	Spahar, Mrs. Charles B.....	10 00
Schuchardt, Mr. and Mrs. Frederick.....	5 00	Spalding, A. G. & Brothers.....	10 00
Schulte, Mrs. Joseph M.....	5 00	Spalding, Mrs. George A.....	5 00
Schwab, Miss Emily.....	25 00	Sparks, T. Ashley.....	20 00
Schwartz, Robert.....G. R.....	5 00	Spaulding, S. S.....	25 00
Scoble, Mrs. Richard J.....	5 00	Speir, Mrs. Louis Dean.....	3 00
Scott, Mrs. Charles F.....	5 00	Speir, Louis Dean.....	10 00
Scott, Henry L.....	10 00	Spencer, Miss Eleanor.....	5 00
Scott, James E.....	2 00	Spencer, Miss M. E.....C. T.....	1 00
Scott, Miss Mary Evelyn.....	60 00	Sperranza, Mrs. Gino.....	50 00
Seavill, Miss Margaret.....	1 00	Speyer & Company.....	10 00
Seville, Miss Edith.....	10 00	Sprague, Seth.....	10 00
Seville, Miss Grace.....	20 00	Stabler, Edward L.....	2 00
Seabrook, Mrs. H. H.....	20 00	Stafford, Mrs. William F.....	10 00
Seasongood, A. J.....	5 00	Standish, Mrs. Mylies.....	10 00
Seelig, G. A. F.....	2 00	Stebbins, E. Vail.....	50 00
Seeman, Joseph.....	20 00	Steele, Charles.....	10 00
Seibels, Mrs. Robert E.....	20 00	Stein, Mrs. Emil.....	5 00
Seibt, Jacob, Jr.....	5 00	Stein, Mrs. Gerda.....	10 00
Seligman, Mrs. George W.....	3 00	Stein, Miss Helen A.....	5 00
Shaw, Mrs. Jennie C.....	3 00	Steinbrugg, Mrs. Lucretia H.....	25 00
Shaw, Mrs. Samuel T.....	1 00	Stephens, T. W.....	10 00
Sheldon, Miss Edith.....	1 00	Stephens, Thomas C.....	50 00
Shepard, Finley J.....G. R.....	50 00	Sterling, William H.....G. R.....	3 00
Sherman, Miss Dorothea.....	5 00	Stern, Benjamin.....	10 00
*Sherman, Mrs. Gordon E.....	5 00	Stetson, Miss Ethel.....	4 00
Sherrell, Miss Helen L.....	5 00	Steuier, Mrs. Max D.....	3 00
Shriver, Alfred.....	10 00	Stevens, Miss Mary Otis.....	5 00
Sibley, Mrs. Hiram W.....	20 00	Stevens, Mrs. Richard.....	5 00
Sidman, Edgar N.....	10 00	Stevens, Mrs. Robert S.....	2 00
Siegman, M. B.....	10 00	Stevenson, Miss Marion V.....	10 00
Simons, Mrs. Jean Walker.....	100 00	Stewart, Mrs. A. A.....	5 00
Simmons, Mrs. Joseph Ferris.....G. R.....	5 00	Stewart, Mrs. Benjamin.....	25 00
Simonds, Mr. and Mrs. R. G. Simons, Isaac.....	2 00	Stiefel, Mrs. Isaac.....	5 00
Simpson, Miss Jean Walker.....	1 00	Stieglitz, Mrs. Albert.....	5 00
Simpson, Miss Mabel E.....S.....	1 00	Stieglitz, Leopold.....	10 00
Sinclair, Mrs. Donald B.....	10 00	Stillman, Miss Charlotte R.....	50 00
Sjauken, George E.....	2 50	Stillman, Miss Charlotte E.....	5 00
Slade, Miss Augusta F.....	10 00	Stiefel, Mrs. Isaac.....	5 00
Slade, Francis Louis.....	5 00	Stieglitz, Mrs. Albert.....	5 00
Slade, George T.....	25 00	Stieglitz, Leopold.....	10 00
Sloan, Samuel.....	10 00	Stillman, Miss Charlotte R.....	50 00
Sloan, Mrs. William S.....	10 00	Stillman, Miss Charlotte E.....	5 00

* Deceased.

Stone, Wilbur M.....	15 00	Thomson, John W.....	10 00
Storer, Albert H.....	10 00	Thorburn, Miss Clara M.....	10 00
Stoughton, Miss Letta B.....	5 00	Thorburn-Arts, Mrs. L. M.....	5 00
Stout, Henry P.....	10 00	Thorne, Edwin.....	10 00
Stout, Mrs. Lewis A.....	10 00	Thorne, Mrs. Edwin.....	5 00
Strasburger, Mr. and Mrs.		Thorne, Samuel.....	5 00
Irwin.....	10 00	Thorne, Mrs. Samuel.....	5 00
Stratton, Albert Elbridge.....	3 00	Tielout, John.....	10 00
Straus, Herbert N.....	25 00	Tiffany, Charles L.....	10 00
Straus, Marcus.....	10 00	Tilney, Mrs. John S.....	10 00
Straus, Mrs. Daisy.....	5 00	Tilton, Mrs. Edward L.....	5 00
Strauss, Joseph.....	2 00	Timpson, Mrs. James.....	10 00
Strauss, Nathan.....	2 00	Timpson, Miss Margaret C.....	25 00
Stricker, Mrs. Hans C.....	1 00	Titus, Miss Mary V.....	5 00
Strickland, Miss Florence E.....	10 00	Todd, Mrs. Judson Scott.....	5 00
Strong, Mrs. J. R. G.....	50 00	Tompkins, Mrs. William W.....	45 00
Strong, John R.....	10 00	Tompkins, Mrs. William W.....	
Strong, Miss Marion R.....	3 00	S.....	20 00
Studdiford, Mrs. William E.....	5 00	Tong, Alfred E..... G. R.	5 00
Sturges, W. W.....	15 00	Tow, Mrs. Forrest M.....	2 00
Stuyvesant, A. Van Horne,		Towne, Mrs. John Henry.....	25 00
Jr.....	25 00	Townsend, Arthur O.....	5 00
Stuyvesant, Miss Anne W.....	25 00	Townsend, Edward.....	100 00
Styles, Mrs. Frederick E.....	6 00	Train, Mrs. Arthur C.....	25 00
Sullivan, Mrs. James.....	5 00	Trask, Mrs. James D.....	10 00
Sullivan, William Mathews.....	10 00	Trask, Mrs. James D. G. R.....	10 00
Sulzberger, Mrs. Arthur		Treat, Mrs. Edwin B..... S.	10 00
Hays..... G. R.	25 00	Treyman, Mrs. C. T..... G. T.	1 00
Summer, Mrs. Ernest.....	2 00	Tripp, Leopold.....	5 00
Sutlif, Miss Mary L.....	2 00	Trotter, Theodore V. A.....	2 00
Sutton, J. Wilson.....	1 00	Trowbridge, Mrs. J. A.....	5 00
Swallow, Mrs. A. G.....	10 00	Tucker, Mrs. Carril..... S.	10 00
Swan, Mrs. Joseph Rockwell.....	10 00	Tuckerman, Mr. and Mrs.	
Swan, Mrs. Lyndon M.....	3 00	Paul.....	25 00
Swathand, Donald C..... G. R.	25 00	Turnbull, Miss Ethel.....	20 00
Sweet, Mrs. Paul F.....	5 00	Turner, Mrs. Henry Chand-	
Sweet, Mrs. Paul F..... S.	5 00	ler.....	5 00
T.....		Turner, Miss Mary A.....	1 00
Tait, Mrs. Trevor S.....	1 00	Tuttle, Mrs. Fredericka S.....	45 00
Tannahill, Charles F.....	10 00	Twitchell, Mrs. Burton P.....	50 00
Tapper, Thomas.....	20 00	Tyler, Mrs. Walter L.....	5 00
Taylor, Charles G.....	10 00	U.....	
Taylor, Mr. and Mrs. Her-		Ulman, Mrs. Morris S.....	5 00
bert C.....	20 00	Underhill, Miss Caroline.....	2 00
Teagle, Walter C.....	1 00	Union Towel Supply Com-	
Telesco, Mrs. William G. R.....	1 00	pany.....	20 00
Teets, Herbert M..... S.	5 00	United Pice Dry Works.....	25 00
Terrell, Miss Annabelle..... S.	5 00	United Retail Grocers Assn.....	10 00
Thacher, Mrs. Thomas D.....	10 00	V.....	
Thayer, J. C.....	20 00	Vaillant, Miss Abby A.....	20 00
Thayer, Miss Anna M.....	2 00	Van Alstyne, Mrs. David.....	2 00
Thayer, Mrs. George A..... S.	5 00	Van Beuren, Mrs. Michael M.....	20 00
Thayer, E.....	10 00	Van Bokkum, Mrs. T. R.....	5 00
Third Panel Sheriff's Jury.....	100 00	Van Brunt, Jeremiah R.....	20 00
Thomas, Mrs. Allen M.....	5 00	Vanderpol, Mrs. John A.....	5 00
Thomas, Miss Gertrude S.....	40 00	Vandewater, E. T..... G. R.	5 00
Thomas, Mrs. Howard Laps-		Van De Water, William G.....	1 00
ley.....	10 00	Van Bergib, Mrs. Barend.....	200 00
Thomen, Mrs. O. J.....	5 00	Van Ostveen, C. A..... G. R.	1 00
Thompson, Mrs. Lewis S.....	5 00		

Van Rensselaer, Mrs. Wil-		White, Miss May W.....	75 00
liam B.....	5 00	White, Mrs. Theodore T.....	25 00
Van Santvoord, Seymour...	20 00	White, Miss V. May.....	15 00
Van Sinderen, Mrs. Adrian.....	10 00	Whitehouse, Mrs. Sheldon.....	25 00
Van Tassel, J. H..... G. R.	1 00	Whitman, Mrs. Eben E.....	5 00
van Valkenburg, Mrs. Carl-		Whitman, Mrs. Casper.....	20 00
ton.....	4 00	Whitney, George.....	25 00
Van Vechten, Mrs. Schuyler		Whitney, Richard.....	10 00
Van Vezel, Marcus S.....	2 00	Whitridge, Arnold.....	5 00
Van Winkle, Miss Mary		Whittmore, Mrs. Frederick	
Starr.....	3 00	W.....	5 00
Varaun, Mrs. James M.....	50 00	Whittemore, Mrs. Helen L.....	10 00
Ver Planck, Mrs. William B.....	10 00	Whittemore, Howard.....	10 00
Villard, Oswald Garrison.....	10 00	Wicke, Miss Louise.....	5 00
Voelker, Mrs. Anna R. C. T.....	2 00	Wickersham, George W.....	100 00
von Lilienthal, Albert W.....	10 00	Wilbour, Victor..... G. R.	1 00
Vorhaus, Louis J.....	10 00	Wilcox, Mrs. John H.....	5 00
Vorster, A. H.....	2 00	Wiley, Mrs. W. O.....	10 00
W.....		Wiklie, John L.....	5 00
Waide, Mrs. Alfred B.....	35 00	Wilkinson, George B.....	20 00
Wadsworth, Mrs. Augustus		Wilkinson, Miss Marion.....	2 00
Baldwin.....	20 00	Wilcox, Mrs. William Good-	
Wadsworth, Charles D.....	5 00	now.....	10 00
Wadsworth, Mrs. Dudley.....	10 00	Williams, Harrison.....	50 00
Wagner, Mrs. Ernest.....	10 00	Williams, Miss Theodora M.....	10 00
Wainwright, C. H.....	15 00	Williams, Miss Theodora M.....	
Walker, Mrs. Joseph.....	10 00	S.....	10 00
Walker, Miss Miriam Dwight		Williams, Mrs. Timothy S.....	20 00
Wallace, Benjamin L. C. T.....	20 00	Williamson, Clifton P. G. R.....	10 00
Wallin, Dr. Mathilda K.....	10 00	Williamson, Miss Mary B.....	5 00
Walstrum, Mrs. S. S.....	5 00	Wills, Charles S.....	20 00
Ward, Miss Caroline C.....	5 00	Wills, Mrs. Charles T.....	10 00
Ward, Henry Galbraith.....	10 00	Wills, Ernest C.....	25 00
Wardwell, Ellen.....	30 00	Wilman, Miss Stella L.....	2 00
Washington, Miss Jane C.....	15 00	Wierding, Mrs. Lucius K.....	10 00
Washburn, William Ives.....	20 00	Wilson, Charles T.....	20 00
Watson, Mrs. J. Henry.....	10 00	Wilson, H. S.....	7 00
Webb, Mrs. James S.....	25 00	Wilson, Mrs. Gada J.....	10 00
Webb, Mrs. Alexander S.....		Wilson, Orme.....	5 00
G. R.	25 00	Wilson, Miss Zada P.....	5 00
Webb, Miss Eva Thayer.....	5 00	Wiltshire, Thomas P.....	2 00
Webb, J. Ward.....	5 00	Wiltshire, Mrs. Thomas P.....	2 00
Webb, Mrs. Vanderbilt.....	5 00	Winkhaus, Mrs. Augusta C.....	5 00
Weber, Mrs. George D.....	5 00	Wirth, Mrs. Harriet B.....	2 00
Weinberg, Alex.....	5 00	Wittherbe, Mrs. Frank S.....	10 00
Weinberg, Mrs. Charles.....	10 00	Withers, Mrs. Creighton.....	5 00
Welling, Miss Katharine		Withers, Mrs. Otto.....	1 00
Greene.....	5 00	Wolferf, Miss Augusta.....	5 00
Wells, Mrs. Henry C.....	4 00	Wolf, Mrs. Charles R.....	5 00
Welsh, Samuel Charles.....	5 00	Wolf, Hermann H.....	10 00
Went, Alfred.....	5 00	Wolf, Mrs. Julius R.....	5 00
Weston, Miss Aileen.....	5 00	Wolf, Morry.....	2 50
Weston, Mrs. Theodore.....	5 00	Wolf, Samuel L.....	5 00
Wetmore, Miss Maude A. K.....		Wollman, Henry.....	3 00
G. R.	15 00	Wollman, Henry..... C. T.	1 00
Wheeler, Miss Laura.....	10 00	Woman's Alliance, The (West	
Whitaker & Company, G. R.....	5 00	Side Unitarian Church).....	10 00
White, Miss Amelia E.....	15 00	Wood, Arthur E.....	1 00
White, Miss Caroline.....	10 00	Wood, Miss Frances E.....	5 00
White, Miss Susan M.....	5 00	Wood, Miss Susan M.....	5 00
White, Miss Martha R.....	10 00	Woodin, William H.....	50 00